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THESIS

**COMPARISON OF THE BRITISH AND CANADIAN CIMIC
AND THE U.S. CMO DOCTRINES TO THE NATO CIMIC
DOCTRINE**

by

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December 2005

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CMO DOCTRINES TO THE NATO CIMIC DOCTRINE**

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ABSTRACT

This thesis is intended to contribute to the Turkish armed forces' development of a national doctrine for civil-military cooperation (CIMIC). CIMIC doctrine is an increasingly significant component of peacekeeping, peace-enforcement, and even combat operations. Since the end of the cold war era, the number of conflicts rose steadily, and internal conflicts became more salient to international peace and security. In addition, winning in the Clausewitzian sense—simply obtaining territory and/or political, economic, and social concessions—is now of less interest than winning “hearts and minds.” Thus, during a multilateral peacekeeping operation, whether UN or NATO, the lack of an overarching strategy of civil-military cooperation (CIMIC) will undermine the overall effectiveness of the mission.

Turkey is in a geo-political position to make a significant contribution to the stabilization of conflicts in its region, and recently developed a series of initiatives aimed at increasing its effectiveness in peacekeeping operations. And in May 2005 the Turkish armed forces began to develop a civil-military cooperation doctrine.

This thesis is intended to make a contribution to that doctrine. The thesis compares NATO doctrine with British, Canadian, and U.S. doctrines, and particularly in relation to their implementation in the cases of Bosnia and Kosovo. The thesis argues that there are variations among the NATO-member doctrines that may negatively affect “compatibility, interchangeability, and commonality” issues in NATO operations. Turkey, must take those potential drawbacks into account during the doctrine development.

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I. INTRODUCTION

A. TURKEY'S CONTRIBUTIONS TO PEACEKEEPING OPERATIONS

After the collapse of the Soviet Union, Turkey undertook a stabilizing and regional-power role. Turkey has participated in thirty-one peacekeeping or peace-enforcement operations, eight of which are ongoing.¹ Most of that participation was in NATO peace-enforcement and United Nations peacekeeping operations

Turkish contributions to date have been limited to military forces: an infantry brigade in Korea, headquarters personnel in Concordia, Macedonia, and F-16 warplanes in Bosnia. However, the Bosnia and Kosovo experiences show that the use of military forces only is not always the best solution to a problem.

Modern peacekeeping is a civil-military activity. United Nations peacekeeping operations that took place between 1948 and 1988 were generally more limited in scope. Typically these involved the supervision of cease-fires between states that had consented to external verification. In the early 1990s peacekeeping became multidimensional, including more civilian programs that range from the observation of elections to the provision of humanitarian help. Military forces that were once concerned only with military issues in a post-conflict environment began to carry out missions in close cooperation and coordination also with civilian actors. As a consequence, civil-military cooperation (CIMIC) became a sine qua non of peace operations.

Although peace operations include civil-military cooperation, Turkey could not make a substantial contribution to this aspect of peacekeeping and peace-enforcement operations

¹ These are the Korean War, UNIMOG (Iraq-Iran), UNIKOM (Iraq-Kuwait), UNIMOG (Georgia), UNTAET-UNMISSET (East Timor), UNMIBH (Bosnia), TIPH (El-Halil), EUPF (Bosnia), PROXIMA (Macedonia), SHARP GUARD (Bosnia), DENY FLIGHT (Bosnia), UNPROFOR (Bosnia), IFOR (Bosnia), SFOR (Bosnia), OPERATION HOPE (Somalia), ALBA (Albania), NATO AIR/SEA OPERATION IN KOSOVO, AFOR (Albania), KFOR (Kosovo), ESSENTIAL HARVEST (Macedonia), AMBER FOX (Macedonia), ALLIED HARMONY (Macedonia), EU CONCORDIA (Macedonia), ISAF-I (Afghanistan), ISAF-II (Afghanistan), ISAF-III (Afghanistan), ISAF-IV (Afghanistan EU PROXIMA), ISAF-V (Afghanistan), ISAF-VI (Afghanistan), ISAF-VII (Afghanistan) (Challenges of the Peacekeeping Operations in the 21st Century, Buenos Aires, May 25, 2005).

Today even the most powerful nations seek the help of others to defeat threats posed by both state and non-state actors. Solutions to global conflicts are provided by international and regional organizations like the United Nations (UN), the North Atlantic Treaty Organization (NATO), and the European Union (EU). According to the Turkish concept of an appropriate distribution of forces in international peace operations, the priorities for participation are NATO-, EU-, UN-, and Organization of Security and Cooperation in Europe (OSCE)-led operations. Also according to that concept, the regional priorities in terms of operations are the Balkans, Caucasasia, and Central Asia, the Middle East, and then other regions. Recent instability in Kosovo, Macedonia, and Bosnia in the Balkans; in Iraq, Israel, and Palestine in the Middle east; in Azerbaijan and Georgia in Caucasasia; and in Uzbekistan in Central Asia has shown that Turkey must always be ready to contribute to stabilization in both the current and possible future conflicts in those regions, because any instability in the places mentioned above affects the interests of Turkey negatively.

B. WHAT SHOULD TURKEY’S CIVIL-MILITARY COOPERATION STRATEGY BE AND HOW SHOULD IT BE STRUCTURED?

Having realized the importance of contributing to stabilization in conflict situations in its own geographical region, Turkey recently started a series of workshops to determine how the Turkish Republic can contribute more effectively to peacekeeping operations. One of the questions considered was, how should Turkey’s national civil-military cooperation strategy be structured? The workshop participants included 106 representatives from the Turkish general staff headquarters and the Ministry of Foreign Affairs. The workshop was held May 25–27, 2005, in Ankara, Turkey’s capital city.² After evaluating lessons learned from past and current peacekeeping and peace-enforcement operations in which Turkey participated, the participants decided that, to be more effective in peace operations, the Turkish armed forces need a CIMIC doctrine. This doctrine should be prepared in keeping with the Turkish armed forces’ civil-military concept and in light of the lessons learned from previous peace operations. The seminar also stressed that the doctrine should take into consideration the issue of

² Results of “How Should the National Civil Military Cooperation Strategy and the Structure Be?” Workshop, May 27, 2005.

interoperability, which the NATO CIMIC doctrine emphasizes is a task that NATO countries must take into consideration during the development and procurement of CIMIC capabilities.

This thesis is intended to contribute to the Turkish armed forces' development of a national CIMIC doctrine. To do this, the thesis first discusses Kosovo as a case study. I will then compare the doctrines of three NATO-member countries that contributed to the peace operations in Kosovo and Bosnia: Great Britain, Canada, and the United States. Using the NATO CIMIC doctrine as a framework, I will compare NATO CIMIC doctrine as a framework and will compare the British, Canadian, and U.S. doctrines to the NATO CIMIC doctrine. Finally, the thesis makes recommendations for the development of a new Turkish CIMIC doctrine.

The thesis has four chapters. In this chapter, I explain my reasons for choosing this thesis topic. Chapter II discusses the evolving meaning of civil-military cooperation, the terminology of civil-military cooperation, the differences and relation between the various terms used by some countries and organizations, and the overall purpose of civil-military cooperation. Next, I will present the overall role of CIMIC in peacekeeping operations. And, finally, using Kosovo and Bosnia as case studies, I will examine the CIMIC lessons learned from the Kosovo and Bosnia experiences.

In Chapter III, I will compare the British, Canadian, and U.S. civil-military-operations doctrines, using the NATO CIMIC doctrine as a framework. The comparison will include these aspects:

- CIMIC core functions
- Relation to associated activities
- The principles of CIMIC
- Application of CIMIC
- The coordination and use of civil resources
- Organization and command and control of CIMIC/CMOs forces
- Civilian dimension of CIMIC
- CIMIC centers, civil-military coordination centers, and civil-military operations centers.

The final chapter will make recommendations for the development of a new Turkish CIMIC doctrine in light of the lessons learned from Kosovo and my comparison of the NATO, British, Canadian, and U.S. doctrines.

II. THE EVOLVING MEANING OF CIVIL-MILITARY COOPERATION

Nothing creates more misunderstanding, generates more emotion, and results in more confusion in modern peacekeeping than the subject of civil-military relations; yet nothing, absolutely nothing, is more important to successful peacekeeping in the new millennium than the cooperation and coordination between the principal contributors to a peacekeeping mission, military and nonmilitary.

David Lightburn
Challenges for the Operations of Twenty-first Century
Buenos Aires Seminar, August 2001

A. INTRODUCTION

During peacekeeping operations, whether they are UN or NATO operations, the lack of an overarching strategic civil-military cooperation (CIMIC) plan will decrease the overall effectiveness of the mission. A strategic CIMIC plan presupposes a common understanding of civil-military cooperation, yet different CIMIC definitions and terminology are provided by the North Atlantic Treaty Organization (NATO), the European Union (EU), and individual nations. The harsh reality of the NATO Bosnia and Kosovo experience shows that a lack of coordination between different members of the Alliance was a major strategic problem. As Olga Oliver and colleagues argue, the lack of a common terminology has often led to misunderstandings, and even distrust, in peacekeeping operations.³ In this chapter, I argue that, for a more effective peacekeeping operation, each NATO-member country should have a unified civil-military cooperation doctrine that uses the same terminology as all the other member countries for the same purposes. Otherwise, each country will pursue its own national agenda, even while acting under the authority of NATO.

This chapter has three parts. Part one gives an overall idea about how different countries and different organizations perceive the concept of civil-military cooperation. The second part discusses the purpose of civil-military cooperation, the reasons it is

³ Olga Olikier et. al., *Aid During Conflict: Interaction between Military and Civilian Assistance Providers in Afghanistan*, September 2001-June 2002 (Santa Monica, CA: 2004), 5.

necessary in peacekeeping operations, and its role in peacekeeping operations. Part three uses Kosovo and Bosnia as case studies, focusing on the civil-military cooperation lessons learned from those NATO peacekeeping operations, and provides recommendations for improving civil-military cooperation in future operations.

B. THE TERMINOLOGY OF CIVIL-MILITARY COOPERATION

Colonel William R. Philips, who worked as the chief of the civil-military cooperation section in Supreme Headquarters Allied Powers Europe (SHAPE), argues that “NATO’s perception of civil-military cooperation reflects the Alliance’s broad approach to security coupled with the recognition that there are civil ramifications to a military operation.”⁴ Many of the CIMIC perceptions of different countries reflect the same idea. However, many countries and organizations have slightly different definitions for CIMIC. This divergence in national and organizational approaches is due in part to different nations and organizations being involved in different types of military commitments in the last fifty years, and in part to different conceptions of their own interests in peacekeeping.⁵ Whereas NATO, as an organization, consider civil-military cooperation as “observation, interposition, and transition assistance,” the British perceive CIMIC as “direct assistance by conventional troops,” and Americans recognize the it as “force protection, liaison, and limited direct support “(see Figure 1).⁶

⁴ Colonel William R. Philips, Chief, Civil-Military Cooperation: Vital to Peace Implementation in Bosnia, NATO Review, Vol. 46, Spring 1998, 22.

⁵ James J. Landon, “CIMIC: Civil Military Cooperation,” In Lessons from Bosnia: The IFOR Experience, ed. Larry Wentz (CCRP: January 1998), 119.

⁶ James J. Landon, “CIMIC: Civil Military Cooperation,” In Lessons from Bosnia: The IFOR Experience, ed. Larry Wentz (CCRP: January 1998), 119.

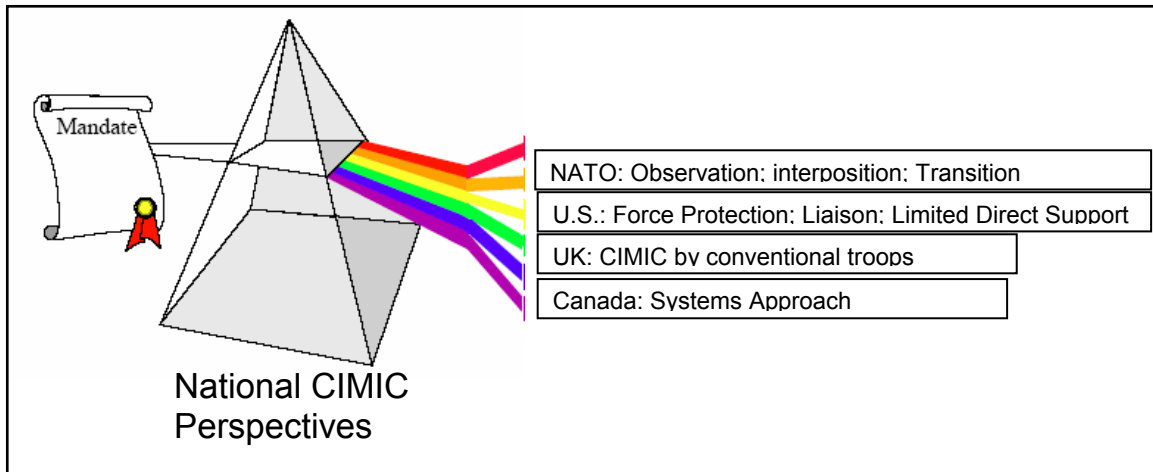


Figure 1. National CIMIC Perspectives

According to its military policy on civil-military cooperation, NATO, for example, defines CIMIC as “The co-ordination and co-operation, in support of the mission, between the NATO commander and civil actors, including national populations and local authorities, as well as international, national, and non-governmental organizations and agencies.”⁷ From NATO’s perspective, there is an emphasis on the importance of the military mission.

The British doctrine also stresses the military side of civil-military cooperation. According to the UK Joint Warfare Publication 3-90, CIMIC is “the process whereby the relationship between the military and the civilian sectors is addressed with the aim of enabling a more coherent military contribution to the achievement of UK and/or international objectives.”⁸

The European Union’s definition of civil-military cooperation in EU-led crisis-management operations is similar to NATO’s: “the coordination and cooperation, in support of the mission, between military components and civil actors which are external

⁷ “NATO Military Policy on Civil-Military Co-Operation,” <http://www.nato.int/ims/docu/mc411-1-e.htm>, (accessed May 2, 2005).

⁸ UK Interim Joint Publication 3-90, Civil Military Cooperation (CIMIC), November 2003, G -1.

to the EU, including national populations and local authorities, as well as international, national, and non-governmental organizations and agencies.”⁹

Unlike NATO, the EU, and UK, Canada has two definitions, one for the domestic environment, and the other for international environments.¹⁰

1. CIMIC in the Domestic Environment

“In peace, emergencies, or crisis, the resources and arrangements which support the relationship between CF commanders and Canadian federal, provincial, and municipal levels of government, and civil populations in an area where CF elements are stationed, or deployed, employed and supported. Such measures could include cooperation and coordination of activities between CF commanders and non-governmental, national, and international agencies, organizations, and civil authorities.”

2. CIMIC in an International Environment

“In peace, emergencies, crisis or war the resources and arrangements which **support the relationship** between Task Force Commanders (TFCs) and foreign national authorities, military, paramilitary, as well as civil populations and foreign national governments in an area where TF elements are or plan to be deployed, employed and supported. Such measures would also include cooperation and coordination of activities and operations between TFCs and non-governmental and international agencies, organizations, and civil authorities.”

As can be understood from the different definitions, CIMIC is simply the coordination and cooperation between civilians and the military. However, CIMIC is not only military assistance to civil authorities.¹¹ That takes place only when military forces are called upon by a civil authority to conduct a particular mission because they don’t have the necessary means but the military does. The tasks can range from filling sandbags to

⁹ “CIMIC Concept for EU-Led Crisis Management Operations,” http://www.assemblee-ueo.org/en/documents/sessions_ordinares/rpt/2000/1689.pdf, (accessed May 2, 2005).

¹⁰ “Civil-Military Cooperation in Peace, Emergencies, Crisis and War,” Canadian CIMIC Doctrine, http://www.dcds.forces.gc.ca/jointDoc/pages/j7doc_docdetails_e.asp?docid=17, (accessed April 3, 2005).

¹¹ Military Civic Action (MCA) is a form of CIMIC and it involves activities intended to win support of the local population for the military and for the foreign nation civilian leadership. MCA may include hiring local labor or working with paramilitary forces and is planned as short term projects with the long term goal of fostering national development. (Canadian CIMIC Doctrine, 2-13).

preventing flooding to earthquake relief. In carrying out such missions the military has a finite mission for a finite time and operates under civil direction throughout.¹² Although, overall, CIMIC planning includes civil emergency planning (CEP),¹³ which concerns the protection of the local civilian population, CIMIC is not merely CEP.¹⁴ Nor is it civil affairs, nation building, or, by itself, a civil-military operation (CMO), although it may be apart of a CMO.

Given the various national and organizational definitions of a central CIMIC concept cited above, for how long, we might ask, have countries been guided by a CIMIC concept? The simplest answer is, undoubtedly, that civil-military cooperation has existed as long as there has been war. In earlier times, however, commanders thought less about civil-military cooperation and more about simply war. As a result CIMIC was seen as little more than a logistic challenge. Before the collapse of the bi-polar world order, belligerents were overly dependent on the two nuclear powers and conflicts were mainly inter-state conflicts. Since the end of the Cold War era, not only has the number of conflicts increased, but also the nature of conflicts has changed from inter-state to intra-state. However, the reality is that recent intra-state conflicts turned from a Clausewitzian way of winning, simply obtaining territory or political, economic, and social concessions, to a new way winning the hearts and minds of people.¹⁵ To end recent civil wars, other countries intervened, which increased the need for a more coordinated relationship between civilians and military personnel. Former UN Secretary General Boutros Boutros-Ghali argued that “only sustained, cooperative work to deal with underlying social, cultural, and humanitarian problems can place an enforced peace on durable foundations.”¹⁶ The new reality of an interventional global policy requires the involvement of considerably more contact between international armed forces and

¹² J. W. Rollins, “Civil Military Cooperation (CIMIC) in Crisis Response Operations: The Implications for NATO,” *International Peacekeeping*, Vol. 8, No. 1, Spring 2001, 127.

¹³ According to the NATO CIMIC Doctrine CEP is concerned with the protection of and support to domestic populations, usually in the context of disasters or war.

¹⁴ J. W. Rollins, “Civil Military Cooperation (CIMIC) in Crisis Response Operations: The Implications for NATO,” *International Peacekeeping*, Vol. 8, No. 1, Spring 2001, 127.

¹⁵ Max G. Manwaring, “Peace and Stability Lessons from Bosnia,” *Parameters*, Winter 1998, 28.

¹⁶ Boutros Boutros-Ghali, *An Agenda for Peace*, (New York: United Nations, 1992), 11.

humanitarian actors, an interaction that is described as civil-military cooperation (CIMIC). Consequently, such cooperation and the CIMIC organization designed to facilitate this cooperation, became a vital “front-line asset.”¹⁷ Civil-Military Cooperation (CIMIC) has become a key policy and an operational issue for all involved actors. Although there were attempts to define the term following NATO’s involvement in Bosnia, the implementation of CIMIC as a concept was not formalized by NATO until it was introduced as a command function as J-9 in 1998.¹⁸ Besides this, Gerald Hatzenbichler argues that civil military cooperation was defined by NATO in 1997 as derived from the U.S. Civil Affairs concept and that NATO’s experience in Bosnia and Herzegovina.¹⁹ But it is for sure that prior to the Implementation Force in Bosnia (IFOR) deployment, NATO civil-military activities were narrow in scope and CIMIC operations were generally regarded as “rear area” activities associated with host-nation logistic support or the alleviation of displaced person interference with military operations.²⁰

C. DIFFERENCES AND RELATIONS BETWEEN THE TERMS: CIVIL MILITARY COOPERATION (CIMIC), CIVIL MILITARY OPERATIONS (CMOS), CIVIL AFFAIRS (CA) AND CIVIL MILITARY COORDINATION (CMCOORD)

To avoid confusion, a clear distinction must be made between the terms that different organizations use for similar kinds of activities.

1. Civil-Military Coordination (CMCooRD)

Civil-military coordination is the term used by the United Nations to define a system of interaction that involves the exchange of information, negotiation, de-confliction, mutual support, and planning at various levels between military elements and

¹⁷ James J. Landon, “CIMIC: Civil Military Cooperation” in *Lessons from Bosnia: The IFOR Experience*, ed. Larry Wentz (CCRP: January 1998), 120.

¹⁸ Larry Jenkins, “A Cimic Contribution to Assessing Progress in Peacekeeping Operations,” *International Peacekeeping*, Vol. 10, No. 3, Autumn 2003, 124.

¹⁹ Gerald Hatzenbichler, “Civil Military Cooperation in UN Peace Operations Designed by SHIRBRIG,” *International Peace Keeping*, Vol. 8, No. 1, Spring 2001, 121.

²⁰ James J. Landon, “CIMIC: Civil Military Cooperation,” In *Lessons from Bosnia: The IFOR Experience*, ed. Larry Wentz (CCRP: January 1998), 120.

humanitarian organizations, developmental organizations, and the local civilian population to achieve respective objectives.²¹

2. Civil-Military Operation (CMO)

Civil-military operation is a comprehensive term that describes the general activities that a military force conducts.²² According to the U.S. Joint Doctrine for Civil-Military Operations, JP 3-57, CMOs are “the activities of a commander that establish, maintain, influence, or exploit relations between military forces, governmental and nongovernmental civilian organizations and authorities, and the civilian populace.”²³

3. Civil Affairs (CA)

Civil affairs is the long-standing term that the U.S. military uses to describe its relations with the “other” – the civilian – realm. However, this term is often confused with the term “civil affairs activities.” Civil affairs are designated for active and reserve component forces and units trained to conduct civil affairs activities that support civil-military operations. Civil affairs activities are activities performed by Civil Affairs personnel that²⁴ enhance the relationship between military forces and civilian authorities in areas where military forces are present. The activities include, for example, the application of civil-affairs functional specialty skills in areas normally the responsibility of the civil government, to enhance the conduct of civil-military operations. (See the U.S. Civil Affairs Doctrine)²⁵

Although the terms CMCooRD and CIMIC, CA or CMO refer to similar activities, there is a clear distinction between them. Colonel Philips, former chief of CIMIC at NATO headquarters, SHAPE, points out that the essence of CIMIC is support

²¹ “UN Civil-Military Coordination Standard Generic Training Module (SGTM),” <http://www.un.org/depts/dpko/training/SGTM%20v%201.1/B-%20Training%20Material/C-%20UN%20Issues/10%20%20UN%20Civil-Military%20Coordination.doc>, (accessed May 26, 2005).

²² Larry Wentz, “Civil-Military Operations,” http://www.dodccrp.org/publications/pdf/Wentz_Kosovo.pdf, 483 (accessed June 13, 2005).

²³ U.S. Joint Doctrine for Civil Military Operations, Joint Publication 3-57, 1-1.

²⁴ To add to the confusion, Civil Affairs is used to define civil administrative activities by the UN.

²⁵ Thomas R. Mockaitis, “Civil-Military Cooperation in Peace Operations: The Case of Kosovo,” *Small Wars*, May 2005, <http://www.smallwarsjournal.com/documents/mockaitis.pdf>, (accessed May 6, 2005).

of NATO commanders in the accomplishment of their mission.²⁶ Larry Minear, Ted van Baarda, and Marc Sommers argue that CIMIC is a “combat support operation” with a military aim, although many aid agencies remain unaware of that. This means that the framework through which NATO militaries interface with humanitarian organizations remains essentially military in character, even in the absence of active combat”.²⁷ Mochaitis supports the argument above and recognizes CIMIC as the military side of CMOs.²⁸ In addition to the arguments about finding a place for CIMIC in CMOs, according to the U.S. Joint Doctrine for Civil Affairs, all CA activities fall under the category of “support to CMO.”²⁹ (See Figure 3.) The term “civil-military cooperation” refers specifically to cooperation between military units on the one hand and civilian institutions (including humanitarian organizations) on the other, but the U.S. term “civil-military operation” includes a broad range of activities, including civil-military cooperation. Given all the above definitions, it can be said that “civil-military operation” is a broader term that includes civil affairs and CIMIC, because CMOs range from support to combat operations to traditional nonmilitary roles assisting countries in bringing about political, economic, and social stability.³⁰ (See Figures 2 and 3.)

²⁶ Colonel William R. Philips, Chief, Civil- Military Cooperation: Vital to Peace Implementation in Bosnia, NATO Review, Vol. 46, Spring 1998, 22.

²⁷ Larry Minear et. al., “NATO and Humanitarian Action in the Kosovo Crisis,” <http://www.watsoninstitute.org/pub/OP36.pdf> (accessed October 26, 2005).

²⁸ Thomas Mockaitis, Telephone Interview with the Author, June 1, 2005.

²⁹ Jeffrey A. Jacobs, Civil Affairs in Peace Operations, Military Review, July-August 1998, 11.

³⁰ U.S. Joint Doctrine Encyclopedia, www.fas.org/man/dod-101/dod/docs/encym_p.pdf, (accessed July 16, 1997).



Figure 2. Civil Military Operations Relationship³¹

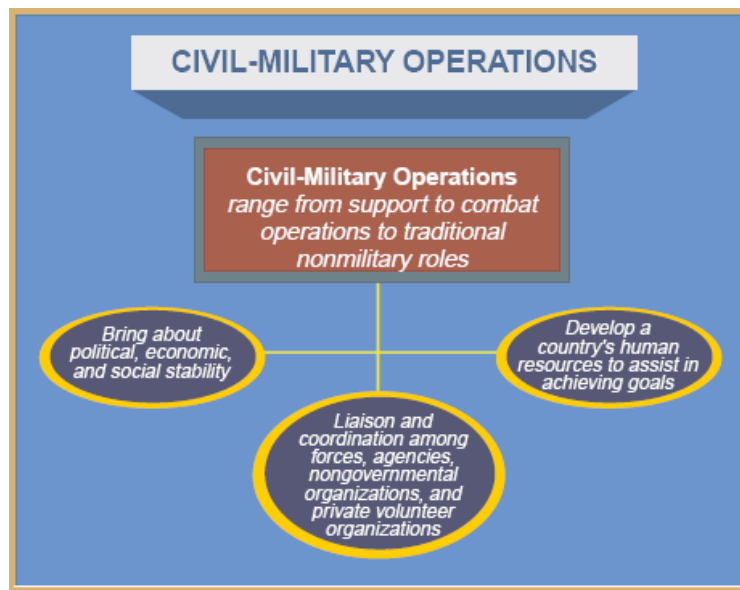


Figure 3. Range of Civil Military Operations³²

³¹ U.S. Joint Publication 3-57.1, "Joint Doctrine for Civil Affairs," April 14, 2003, I-7.

³² U.S. Joint Doctrine Encyclopedia, www.fas.org/man/dod-101/dod/docs/encym_p.pdf, (accessed July 16, 1997).

Having found a place for CIMIC and CA under CMOs, the United Nations' version of those terms, CMCoord, can now be put in a different category. The primary difference between CMCoord and the other concepts is that, in the UN context the military is part of an integrated mission structure under the overall civilian control of a Special Representative of the Secretary-General (SRSG).³³ But CIMIC and Civil Affairs personnel work for the joint task commander in the operations. Unlike the SRSG, for example, in a NATO operation, the commander has no political authority at the operational level, and, as a consequence alliance commanders are to directly establish relations with civilian entities or individuals.³⁴ For this reason, while UN-Centric CMCoord is humanitarian focused, NATO-centric CIMIC functions are military focused (see Figure 4).

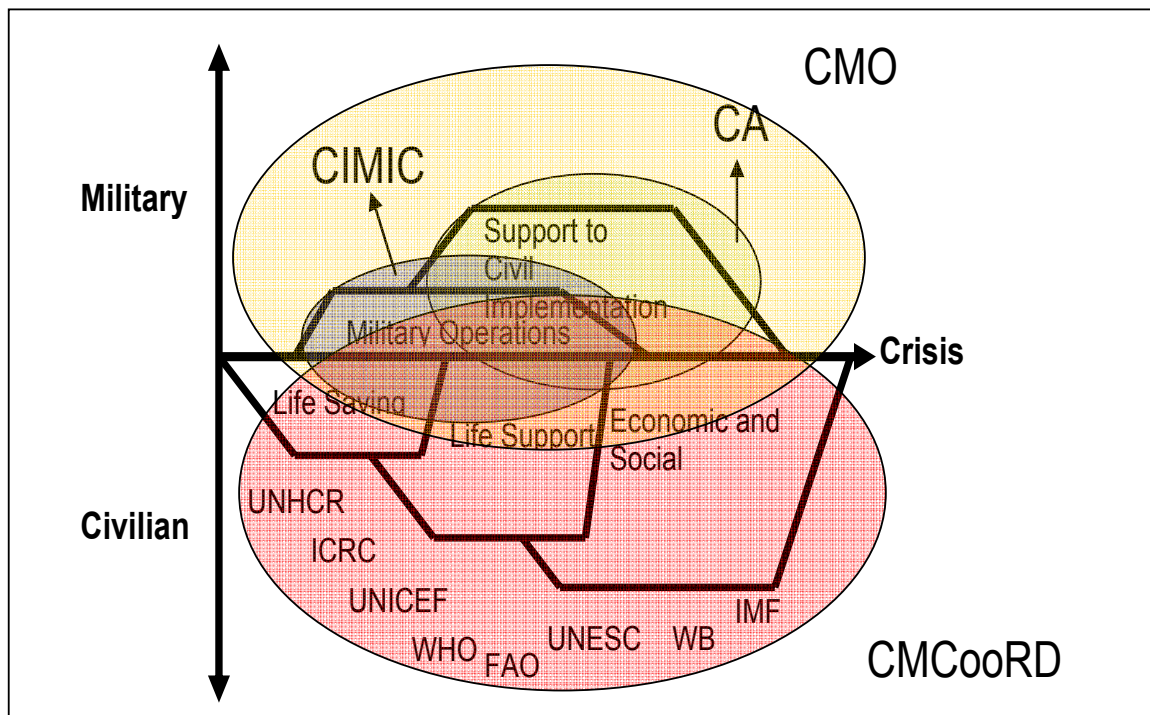


Figure 4. Overlapping Areas of Concern for CIMIC, CA, CMOs and CMCoord

³³ "UN Civil-Military Coordination Standard Generic Training Module (SGTM)," <http://www.un.org/depts/dpko/training/SGTM%20v%201.1/B-%20Training%20Material/C-%20UN%20Issues/10%20%20UN%20Civil-Military%20Coordination.doc>, (accessed May 6, 2005).

³⁴ Gerald Hatzenbichler, "Civil Military Cooperation in UN Peace Operations Designed by SHIRBRIG," *International Peace Keeping*, Vol. 8, No. 1, Spring 2001, 117.

D. PURPOSE OF CIVIL-MILITARY COOPERATION

The military normally plays a supporting role during a civil crisis. Rather than taking the lead it helps relief agencies provide assistance. As a matter of fact, both the military and civilians prefer that the military only do the jobs of civilians in exceptional cases when, due to the security conditions, no civilian agency can do the job quickly enough or well enough.

As noted in the Canadian CIMIC definition, its purpose is two-fold. The short-term purpose of CIMIC is to establish and maintain the full cooperation of both the commander in chief of the operation and the civilian authorities, organizations, and population within the area of responsibility to help him to fulfill his mission. The long-term purpose of CIMIC is to create and sustain conditions that will support the achievement of operational objectives.³⁵

E. WHY DO WE NEED CIVIL-MILITARY COOPERATION?

In the 1990s, UN Secretary-General Boutros Boutros-Ghali, in his “An Agenda for Peace,” implied that modern peacekeeping followed a sequence of conflict prevention, peacemaking, and peacekeeping and peace-building. However, in today’s operations, it is hardly possible to say that there is such a clear sequence. In today’s peacekeeping all those events often take place simultaneously. And, in addition to them, during recent conflicts, humanitarian assistance was often required; and the military, most of the time, found itself contributing to humanitarian assistance, although that is not its primary job.³⁶ In supporting the activities that are mentioned in “An Agenda for Peace,” military forces now play key roles in various peace-building activities, such as refugee returns, disarmament, de-mining, the custody and possible destruction of weapons, repatriating refugees, advisory and training support for security personnel, monitoring elections, and advancing efforts to protect human rights.³⁷

³⁵ “NATO Military Policy on Civil-Military Co-Operation,” <http://www.nato.int/ims/docu/mc411-1-e.htm>, (accessed May 2, 2005).

³⁶ Challenges of Peace Operations: Into the 21st Century--Concluding Report 1997-2002, <http://www.peacechallenges.net/pdf/Concluding1.pdf>, 144, (accessed January 2005).

³⁷ An Agenda for Peace: Preventive Diplomacy, Peacemaking and Peace-Keeping, Boutros Boutros Ghali, <http://www.un.org/Docs/SG/agpeace.html>, (accessed May 12, 2005).

The complexity of the interdependence between civilian and military organizations makes coordination and cooperation a sine qua non of peace operations. For example, even a refugee-return issue can involve up to twelve different organizations and agencies.³⁸ This is only one of the many complex issues that needed to be coordinated. Particularly the Bosnia-Herzegovina and Kosovo crises have clearly shown that the success of many peacekeeping operations is widely dependent on CIMIC activities.³⁹ Civil-military cooperation provides a bridging mechanism between the intervention force on the one side and the relief organizations and civil institutions on the other. CIMIC operates as a force multiplier, making it possible for a significantly smaller deployment to have the same or greater effect than a larger one.⁴⁰⁻⁴¹⁻⁴² It is certain that CIMIC can be a very effective force multiplier.. However, reiterating this issue during the coordination between civilian institutions, especially NGOs, can result in a bad situation. NGOs don't want to be seen as an asset of the military because that affects their impartiality and neutrality towards the civilian population.⁴³⁻⁴⁴⁻⁴⁵

In the NATO mission in Kosovo, the British contributed the smallest dedicated CIMIC unit, which only comprised 12 people.⁴⁶ If it were not for the brigade commander's proclamation that "CIMIC is every soldier's job,"⁴⁷ such a small

³⁸ Challenges of Peace Operations: Into the 21st Century--Concluding Report 1997-2002. <http://www.peacechallenges.net/pdf/Concluding1.pdf>, 145, (accessed January 2005).

³⁹ "Principles of the Civil-Military Cooperation Activities," http://www.tsk.mil.tr/eng/diger_konular/sivilasker/prensipleri.htm (Official Website of Turkish General Staff, accessed May 1, 2005).

⁴⁰ Thomas R. Mockaitis, "Civil-Military Cooperation in Peace Operations: The Case of Kosovo," *Small Wars*, May 2005, <http://www.smallwarsjournal.com/documents/mockaitis.pdf> (accessed May 12, 2005).

⁴¹ "Civil-Military Cooperation in Peace, Emergencies, Crisis and War, Canadian CIMIC Doctrine," http://www.cdcs.forces.gc.ca/jointDoc/pages/j7doc_docdetails_e.asp?docid=17, (accessed April 3, 2005).

⁴² UK Interim Joint Publication 3-90, Civil Military Cooperation (CIMIC), November 2003, 3-1.

⁴³ Thomas Mockaitis, Telephone Interview with the Author, June 1, 2005.

⁴⁴ U.S. Joint Publication 3-57.1, Joint Doctrine for Civil Affairs, April 14, 2003, VII-32.

⁴⁵ The Military Contribution to Peace Operations, UK Joint Warfare Publication 3-50, June 2004, B-4.

⁴⁶ Thomas R. Mockaitis, "Civil-Military Cooperation in Peace Operations: The Case of Kosovo," *Small Wars*, May 2005, <http://www.smallwarsjournal.com/documents/mockaitis.pdf>, (accessed May 12, 2005).

⁴⁷ Ibid, 24.

commitment would suggest that the British aren't aware of the importance of civil-military cooperation. However, the British commander understands that CIMIC is his job, while the American commander, according to Mockaitis, behaves as if civil affairs are not his primary responsibility, and the French commander openly declares that he cannot perform his duties without the CIMIC unit.⁴⁸

F. THE OVERALL PLACE OF CIVIL-MILITARY COOPERATION IN PEACEKEEPING OPERATIONS

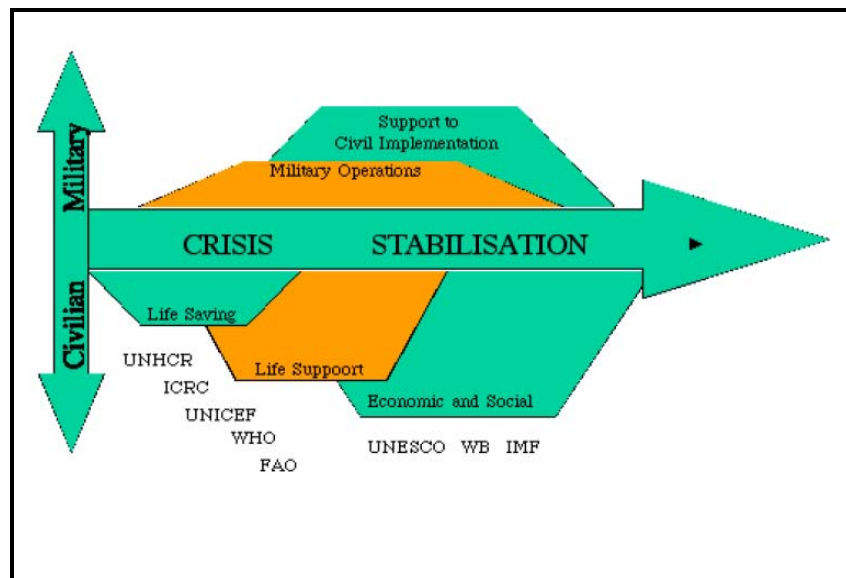


Figure 5. Crisis Stabilization⁴⁹

Figure 5 illustrates an idealized relationship between military and civilian organizations in crisis stabilization. The military is made responsible for activities “above the line,” while civilian organizations are responsible for activities “below the line.” However, reality has proven to be very different than Figure 5. Most peacekeeping operations have shown that military forces not only become involved in the lifesaving and life-support stages of a crisis, but also in all the areas that forces operate in the bottom section of the figure. Even though CIMIC is not normally involved in

⁴⁸ Thomas R. Mockaitis, “Civil-Military Cooperation in Peace Operations: The Case of Kosovo,” *Small Wars*, May 2005, <http://www.smallwarsjournal.com/documents/mockaitis.pdf>, (accessed May 12, 2005).

⁴⁹ Ibid., 124.

humanitarian aid projects, in Bosnia, according to the General Framework Agreement for Peace (GFAP), one of the main tasks of the CIMIC units was to help people to return to their pre-war homes.⁵⁰ For example, in 1997, the NATO Stabilization Force (SFOR) for Bosnia had to support the efforts of the civil society in repatriation, reconstruction, capital investment projects, municipal elections, and civil-institution building.⁵¹

William T. Johnson from the U.S. Army Strategic Studies Institute argues that “Civil and military leaders must understand that strict adherence solely to overseeing the military provisions of the peace agreement (Bosnia) is shortsighted and actually could prolong the need for an outside military presence.”⁵² Indeed the peace treaty itself includes the mission of helping the UNHCR and other international organizations in their humanitarian missions.⁵³ Besides this, military should support the reconstruction of the society anyway by all means because, if the efforts for these kind of activities fail, the military mission can fail as well.

If we accept that military involvement in areas of civilian responsibility is inevitable, how far should it go? Figure 6⁵⁴ illustrates what has now become accepted policy by many countries. According to this policy, as the civil organizations and local authorities “get up and running,” there should be a corresponding decline in military involvement.⁵⁵

⁵⁰ Capt. Constantin Spinu, Nordpol CIMIC: Hope for the Winter, SFOR Informer #155, January 9, 2003, <http://www.nato.int/sfor/indexinf/155/p08a/t02p08a.htm>, (accessed May 12, 2005).

⁵¹ Colonel William R. Philips, Chief, Civil-Military Cooperation: Vital to Peace Implementation in Bosnia, NATO Review, Vol. 46, Spring 1998, 22.

⁵² William T. Johnson, “U.S. participation in IFOR: A Marathon not a Sprint,” (Carlisle Barracks, PA: U.S. Army Strategic Studies Institute, June 20, 1996), 27.

⁵³ GFAP Annex 1-A, Article VI (Cited in Jeffrey A. Jacobs, Civil Affairs in Peace Operations, Military Review, July-August 1998, 16).

⁵⁴ J. W. Rollins, “Civil Military Cooperation (CIMIC) in Crisis Response Operations: The Implications for NATO,” International Peacekeeping, Vol. 8, No. 1, Spring 2001, 124.

⁵⁵ Ibid., 125.

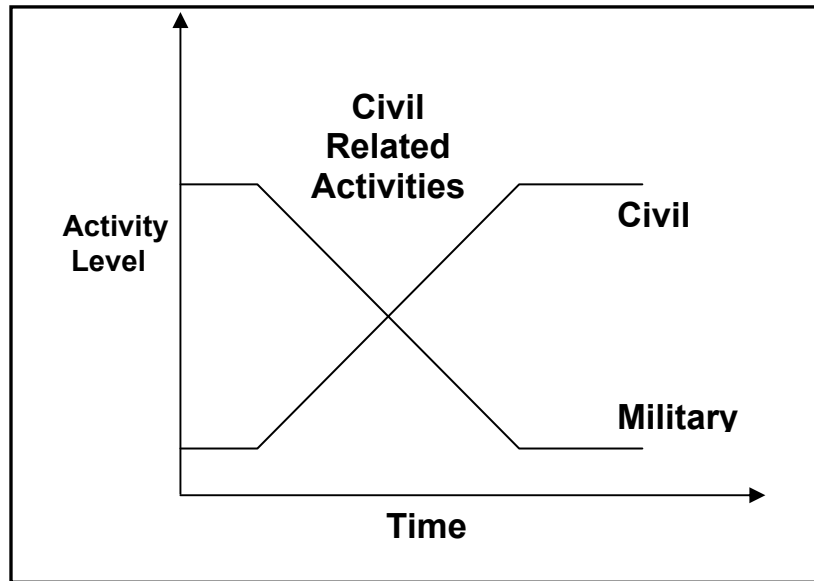


Figure 6. Civil Related Activities in Crisis Stabilization⁵⁶

The European policy notes that “In exceptional circumstances the military forces may be required to carry out tasks which are normally the task of a mandated civil authority, organization or agency. But, these tasks should only be executed when authorized in the operation plan (OPLAN) and when the appropriate civil body is not present or is unable to carry out its job and if an unacceptable vacuum would otherwise arise. The military force should be prepared to undertake these tasks when requested by the recognized civil authority, until assumed by the civil authority, organization, or agency.”⁵⁷

G. CIMIC IN KOSOVO AND BOSNIA

The NATO experience in Kosovo provides a good example of the civilian community’s worldview, reflecting their preferred mode of interaction with the military in humanitarian emergencies.⁵⁸ In Kosovo, there were five multinational brigades (MNB), each of which had its own unit to deal with civil-military coordination and

⁵⁶ J. W. Rollins, “Civil Military Cooperation (CIMIC) in Crisis Response Operations: The Implications for NATO,” *International Peacekeeping*, Vol. 8, No. 1, Spring 2001, 125.

⁵⁷ “CIMIC Concept for EU-Led Crisis Management Operations,” http://www.assemblee-ueo.org/en/documents/sessions_ordinares/rpt/2000/1689.pdf, (accessed May 2, 2005).

⁵⁸ Olga Oliker et. al., *Aid During Conflict: Interaction between Military and Civilian Assistance Providers in Afghanistan*, September 2001-June 2002 (Santa Monica, CA, 2004), 14.

cooperation. In Bosnia during SFOR and IFOR there were three multinational divisions (MND) and in those divisions most of the battalions had their own CIMIC units to carry out the coordination with the civilians.

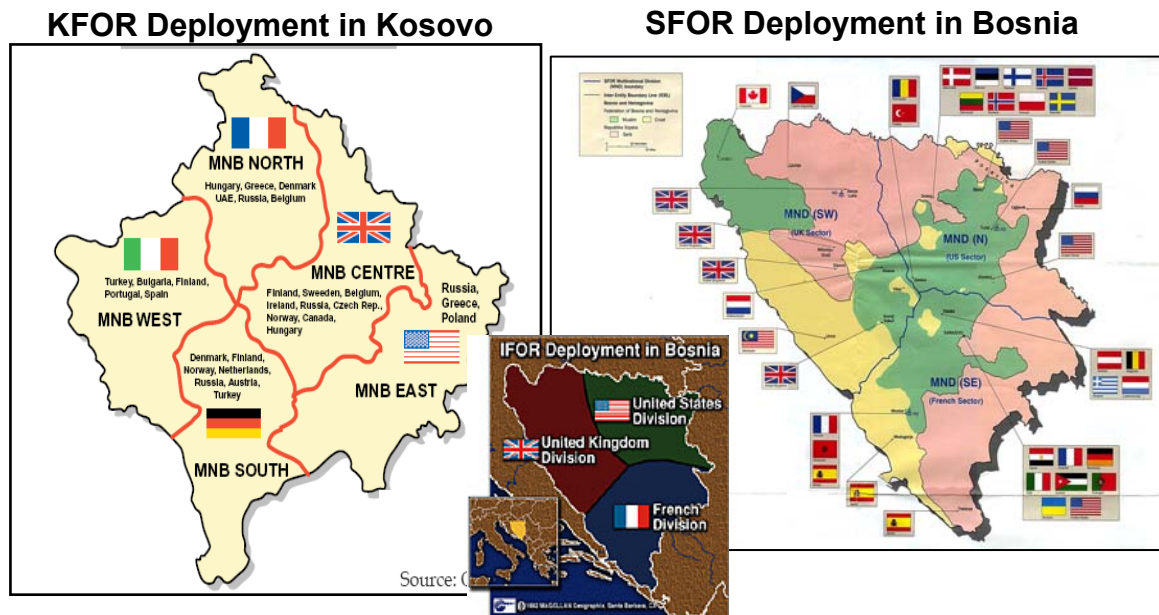


Figure 7. Bosnia Maps (From: KFOR Map from OSCE
<ftp.lib.utexas.edu/maps/bosnia.html> (accessed May 6, 2005))

In Kosovo MNB East and in Bosnia MND North “Tactical Support Teams (TST)” did the CIMIC. Both in Kosovo and Bosnia the teams were given areas of responsibility that allowed the same soldiers to visit the same villages, neighborhoods, and other places repeatedly.⁵⁹ Sending the same persons to the same area over and over served to build trust relationships and allowed team members to better evaluate the situation. Tactical support teams were always in contact with the local people, international organizations (IO), and non-governmental organization (NGO) personnel and were doing a very good job, although their number was small.

Tactical support teams (TST) consisted of four to six people (an officer- grade team leader, usually a major; one or two other officers; three sergeants; and an

⁵⁹ Larry Wentz, Civil-Military Operations,
http://www.dodccrp.org/publications/pdf/Wentz_Kosovo.pdf, (accessed May 17, 2005).

interpreter). The teams traveled in a two- to three-vehicle convoy. They used high-performance radios, GPS receivers and palms, and laptops. In Kosovo, the activities of the CIMIC units, the civil affairs personnel, and the tactical support teams were coordinated at the twelve CIMIC centers located in different regions of Kosovo. In Bosnia, CIMIC centers operated in each of the multinational divisions where there was a demonstrated need and available resources.⁶⁰ These centers were intentionally located outside the military compounds to show respect for the neutrality and impartiality of the NGOs. But it is generally understood that, when military forces enter an area before the arrival of IOs and NGOs, the coordination centers (CIMIC Centers) should be established by the military. If military forces enter an area after the arrival of IOs and NGOs, the military should use the existing center of those organizations (for example, a UN humanitarian operations center) to coordinate as necessary.⁶¹

1. Coordination

a. Coordination at the Mission Headquarters Level

In Kosovo, there were twelve CIMIC centers, in different parts of Kosovo to coordinate the CIMIC activities (see Figure 8).

⁶⁰ James J. Landon, "CIMIC: Civil Military Cooperation," In *Lessons from Bosnia: The IFOR Experience*, ed. Larry Wentz (CCRP: January 1998), 119.

⁶¹ "NATO Civil-Military Co-Operation (CIMIC) Doctrine June 2003," <http://www.nato.int/ims/docu/AJP-9.pdf>, (accessed 12 May 2005), 5-3.

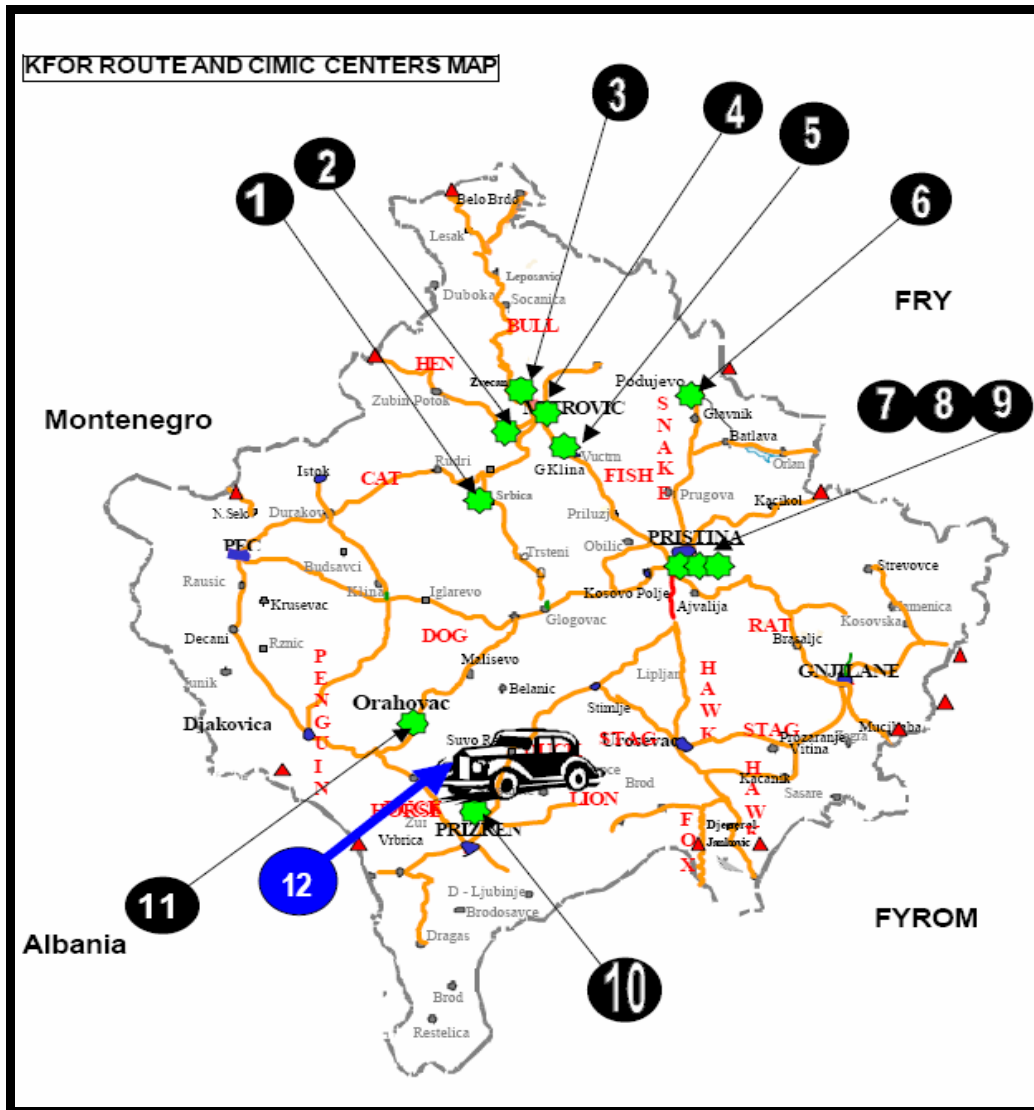


Figure 8. KFOR CIMIC Centers

Although these centers were working very well separately, there was no strategic “CIMIC plan”⁶² to coordinate all the activities at the mission level.^{63,64} As a

⁶² According to the Canada’s CIMIC Doctrine, a CIMIC plan is “a cooperative civil-military venture aimed at selecting and implementing a coherent course of action which will achieve mission objectives and the desired end state.” According to NATO Doctrine, the CIMIC Plan is “normally an annex to the Operation Order (OPORD). The plan is based on an assessment of the operational area. This assessment should cover such areas as political and cultural history of the affected area: state of the government, public administration and services: the media: the industrial, agricultural, and economic capacity of the region: and the involvement, capability, and structure of international organizations and NGOs operating in the area.

⁶³ Christopher Holshek, “The Operational Art of Civil-Military Operations: Promoting Unity of Effort,” http://www.dodccrp.org/publications/pdf/Wentz_Kosovo.pdf, 285 (accessed May 12, 2005).

consequence, CIMIC policies at the multinational-brigade (MNB)⁶⁵ level were affected by national interests instead of the interests of the whole mission (see Figure 1).⁶⁶ In Bosnia, during the development of the IFOR Operational Plan, it was reported that there was only one civil affairs officer assigned to assist the deployment of IFOR.⁶⁷ As a result, the campaign plan not only inadequately identified military tasks for CIMIC, but also negatively affected CIMIC deployment, manning, and logistics requirements. Besides this, early on in the IFOR deployment, it became clear that there was a disconnection among the multinational divisions. In addition, national contingents often sought to involve NGOs or government-sponsored relief agencies from their own countries or regions instead of treating UNHCR as the designated lead agency. Beyond an inappropriate use of resources, this sort of favoritism affected the impartiality of the military. On the other hand, there were occasions when CA/CIMIC assistance was based on local politics rather than need.⁶⁸ For example, the Germans' desire to resettle Kosovo refugees from Germany took precedence over strategic considerations.

The absence of a strategic plan was not limited to the NATO Kosovo Force (KFOR); UNMIK (UN Mission in Kosovo) also lacked a strategic plan. A civil-military cooperation plan was drafted during the first rotation of key staff. However, it was never really implemented.⁶⁹ Many CIMIC officers did not even know that there was such a plan.⁷⁰ For this reason, during rotations of forces, the passing of knowledge to the

⁶⁴ Thomas R. Mockaitis, "Civil-Military Cooperation in Peace Operations: The Case of Kosovo," *Small Wars*, May 2005, <http://www.smallwarsjournal.com/documents/mockaitis.pdf>, (accessed May 12, 2005).

⁶⁵ Kosovo was divided into five sectors and a lead nation from the members of the NATO alliance was assigned responsibility for each sector. For each sector, a Multinational Brigade (MNB) was established under Commander KFOR. The United States was responsible for MNB (East), the French for MNB (North), the Italians for MNB (West), the Germans for MNB (South) and the British for MNB (Central).

⁶⁶ Larry Wentz, "Civil-Military Operations," http://www.dodccrp.org/publications/pdf/Wentz_Kosovo.pdf, 493 (accessed May 12, 2005).

⁶⁷ James J. Landon, "CIMIC: Civil Military Cooperation," In *Lessons from Bosnia: The IFOR Experience*, ed. Larry Wentz (CCRP: January 1998), 122.

⁶⁸ Ibid.

⁶⁹ Larry Wentz, "Civil-Military Operations," http://www.dodccrp.org/publications/pdf/Wentz_Kosovo.pdf, 492 (accessed May 12, 2005).

⁷⁰ Ibid.

newcomers should be improved. This problem can be solved in two ways, either by overlapping the rotations (like the U.S. civil affairs) or by extending the rotation turns, at least at the CIMIC-unit level.⁷¹

In the report of the Panel on United Nations Peace Operations, better known as the Brahimi Report, Lakhdar Brahimi calls for improved interagency coordination and integrated mission planning at the strategic level.⁷² He complains about the lack of integrated planning, or the existence of a support cell, at the strategic headquarters, involving those responsible for political analysis, military operations, civilian police, electoral assistance, human rights development, humanitarian assistance, refugees and displaced persons, public information, logistics, finance, and personnel recruitment, among others. He also states that there were no more than a handful of officers dedicated full-time to planning and support, even in the large complex operations, such as those in Sierra Leone (UNAMSIL), Kosovo (UNMIK), and East Timor (UNTAET). As Brahimi says, there was no such integrated coordination in Kosovo.

b. Coordination at the Peacekeeping Force Level

As was mentioned earlier, the most important CIMIC problem in Kosovo was the absence of an overall civil-military cooperation strategy and campaign plan. For this reason, the CIMIC strategy in Kosovo became driven from the bottom up.⁷³ Each multi-national brigade was carrying out civil-military cooperation missions individually and, at the end of the day, reporting what they had gathered to the higher headquarters. The G5⁷⁴ of the Kosovo MNB east led by United States, in his after-action report, wrote that tactical-level CIMIC activities within MNB east were hindered by the absence of an

⁷¹ Thomas R. Mockaitis, "Civil-Military Cooperation in Peace Operations: The Case of Kosovo," *Small Wars*, May 2005, <http://www.smallwarsjournal.com/documents/mockaitis.pdf>, (accessed May 12, 2005).

⁷² "Brahimi Report," http://www.un.org/peace/reports/peace_operations/, (accessed June 22, 2005).

⁷³ Larry Wentz, "Civil-Military Operations," http://www.dodccrp.org/publications/pdf/Wentz_Kosovo.pdf, 493 (accessed May 19, 2005).

⁷⁴ According to US Field Manual (FM) 3-07, *Stability Operations and Support Operations*, February 2003, "The G5/S5 is the principal staff officer for all matters concerning civil military operations. The G5/S5 must enhance the relationship between military forces and civilian authorities and personnel in the AO. The G5/S5 is required at all echelons from battalion through corps level, but authorized only at division and corps levels."

overarching plan. And there was also a lack of means to measure the activities of the CIMIC units at the operational level.⁷⁵ According to Lt. Col. Ben Klappe, from the Department of Peacekeeping Operations, who worked as a company commander in KFOR, at the strategic level the measurement of effectiveness for CIMIC was directly related to the success of the overall military operation.⁷⁶ However, at the operational level each unit had its own way of doing the coordination. As a consequence, it was not possible to send SMART⁷⁷ (specific, measurable, attainable, result-oriented, time-based) CIMIC feedback to the strategic headquarters, which could, in turn, affect the whole operation.

While the Brahimi report emphasizes the importance of using information technology in such operations,⁷⁸ in Kosovo a frequent problem was that the tactical support teams (TSTs) were often asked for information that they had previously reported to headquarters. It was obvious that the information gathered by the TSTs was not being reviewed, assessed, and distributed in such a way that others could access and use it.⁷⁹ The Brahimi report implies that a geographic information system was used for humanitarian assistance, whereas a CIMIC version of that system could be used to better coordinate the civil-military activities.⁸⁰

c. Humanitarian Coordination

According to Larry Wentz, besides the KFOR troops, there were more than 650 separate international, nongovernmental, and other volunteer organizations in

⁷⁵ According to US Field Manual (FM) 3-07, Stability Operations and Support Operations, February 2003, "The G5/S5 is the principal staff officer for all matters concerning civil military operations. The G5/S5 must enhance the relationship between military forces and civilian authorities and personnel in the AO. The G5/S5 is required at all echelons from battalion through corps level, but authorized only at division and corps levels."

⁷⁶ Lt. Col Ben Klappe, Personal Interview with the author, October 27, 2005.

⁷⁷ According to the British CIMIC Doctrine, p. 4.13, Measurement of Effectiveness (MOE) in CIMIC should be SMART (Specific, Measurable, Attainable, Result-oriented, Time-based) and objective and comparable from occasion to occasion.

⁷⁸ "Brahimi Report," http://www.un.org/peace/reports/peace_operations/, 42 (accessed May 12, 2005).

⁷⁹ Christopher Holshek, "The Operational Art of Civil-Military Operations: Promoting Unity of Effort," http://www.dodccrp.org/publications/pdf/Wentz_Kosovo.pdf, 305 (accessed June 6, 2005).

⁸⁰ Brahimi Report, http://www.un.org/peace/reports/peace_operations/, 43 (accessed August 13, 2005).

Kosovo—an area the size of the U.S. state of Connecticut. And in Bosnia during IFOR, there were more than 530 NGOs in theater on the second day of the operation.⁸¹ The issue was not that there was not enough presence, but that they were uncoordinated.⁸²

Over the past ten years, the military understood that, due to their experience in humanitarian relief operations, some NGOs and IOs are better than the military in terms of coordinating these kinds of operations.⁸³ While those organizations lead a relief operation, the military can coordinate events by sending liaison officers to lead the organizations. However, while coordinating with the organizations, one important factor should be kept in mind. There are many differences in the “modus operandi” of military versus civilian organizations.⁸⁴

While the military focuses on reaching clear objectives in a hierarchical command- and- control structure with a time line, civilian organizations usually try to do their jobs through bargaining, risk taking and consensus building. According to the NATO, British, and Canadian CIMIC doctrines, if it is used properly, CIMIC is accepted as a “force multiplier.” However, during the coordination, referring to this issue over and over may affect the coordination negatively, because civilian organizations don’t want to be seen as subordinate to the military objectives.⁸⁵ For this reason, the liaison officers should pass CIMIC training before being sent to those organizations. Moreover, CIMIC staffs, who are planners at headquarters, should have very good CIMIC training. It is common knowledge that mistakes at the strategic level cannot be corrected by successes at the tactical level. For example, in KFOR and UNMIK, although there was not a coherent CIMIC plan that supported the whole operation at the strategic level, at the

⁸¹ James J. Landon, “CIMIC: Civil Military Cooperation,” In *Lessons from Bosnia: The IFOR Experience*, ed. Larry Wentz (CCRP: January 1998), 121.

⁸² Larry Wentz, Introduction, “Lessons from Kosovo: The KFOR Experience,” http://www.dodccrp.org/publications/pdf/Wentz_Kosovo.pdf, 12 (accessed May 12, 2005).

⁸³ Christopher Holshek, “The Operational Art of Civil-Military Operations: Promoting Unity of Effort,” http://www.dodccrp.org/publications/pdf/Wentz_Kosovo.pdf, (accessed May 12, 2005).

⁸⁴ Ibid.

⁸⁵ Thomas R. Mockaitis, “Civil-Military Cooperation in Peace Operations: The Case of Kosovo,” *Small Wars*, May 2005, <http://www.smallwarsjournal.com/documents/mockaitis.pdf>, (accessed May 12, 2005).

operational level there were some units, that were very successful in terms of CIMIC, like the British CIMIC units.⁸⁶ However, overall, the civil-military cooperation in KFOR and UNMIK was not very effective, because, especially in military operations, a unit will act according to a plan drawn up at the joint-task force headquarters, like KFOR and UNMIK headquarters. In short, there should have been a strategic CIMIC plan in Kosovo.

To have better coordination, another option may be the participation of key persons from major NGOs and IOs in courses held at the NATO school,⁸⁷ or, to increase the effectiveness of the liaison officers to the civilian organization, tours of duty for these persons should be at least one year, and the overlapping period between the rotations should be as long as possible.

2. Providing Vital Supplies

At the very beginning of a conflict, if there is no alternative, the task of providing vital supplies to the local people can fall on the shoulders of the military. For example, in Skenderaj, in Kosovo, the MNB West set up a food and clothing distribution center. However, in that kind of situation, the military should avoid creating an overdependence on military assistance. In addition, the military should make known to the local people that the military cannot provide food and other vital supplies forever. As soon as relief organizations come to the region, this issue should be coordinated with those organizations.

3. Protecting Humanitarian Assistance

Rather than undertaking relief operations, the military should protect the humanitarian assistance operations. In other words, as the International Committee for the Red Cross emphasizes, the military is most valuable in creating a “humanitarian space” within which aid agencies can operate.⁸⁸⁻⁸⁹ Besides this, as during the first months

⁸⁶ Thomas Mockaitis, Telephone Interview with the Author, June 1, 2005.

⁸⁷ J. W. Rollins, “Civil Military Cooperation (CIMIC) in Crisis Response Operations: The Implications for NATO,” *International Peacekeeping*, Vol. 8, No. 1, Spring 2001, 29.

⁸⁸ Ibid.

⁸⁹ Anne Ryniker, “Humanitarian Intervention,” (2001): The ICRC’s position on humanitarian intervention, In: *IRRC*, Volume 83, No. 842, 527-532, quoted in *CIMIC: Concepts, Definitions and Practice*, Peter Rehse, Hamburg, June 2004, p. 42.

of the Kosovo mission, a military intervention force must be prepared to assume police functions until a working civil police force can be formed.⁹⁰

4. Restoring Civil Structure

Although restoring the civil structure is not a responsibility of the military, especially in the early phases of a conflict, this task falls on the military when there is no other option. In Kosovo, four pillars of the reconstruction were shared among different organizations. Humanitarian assistance was the responsibility of the UNHCR, civil administration was the responsibility of the UNCA (United Nations Correspondents Association), institution-building was the responsibility of OSCE, and economic reconstruction was the responsibility of the EU. Every organization tried to carry out their responsibilities, but there was a coordination problem, a job that was the responsibility of UNMIK. Overall, it is possible to say that, in terms of coordinating the reconstruction of the civil society, civil-affairs personnel were more active and effective than CIMIC units. This was normal because, in the task-definition of civil affairs there is a part that includes the application of civil-affairs specialty skills in areas normally the responsibility of the civil government. For example, civil-affairs units coordinate with NGOs and the international community to provide adequate shelter, clean water, food, and medical assistance. In the area of civil administration, they helped UNCA establish multi-ethnic governmental structures to perform civil-service functions and public services such as sanitation and postal and fire services. They also coordinated utility repairs such as telephone, water, and power. In the area of institution-building, they have helped OSCE organize a judicial system, media development, the training of local administrators, and elections.⁹¹ While CAs were canalizing their efforts toward the coordination of nation-building activities, some CIMIC units were doing a very good job. For example, in one Kosovo village, the Red Cross built a school and the brigade then added a playground. Brigade engineers have also provided running water for entire villages, repaired roads,

⁹⁰ Thomas R. Mockaitis, "Civil-Military Cooperation in Peace Operations: The Case of Kosovo," *Small Wars*, May 2005, <http://www.smallwarsjournal.com/documents/mockaitis.pdf>, (accessed April 12, 2005).

⁹¹ Larry Wentz, "Civil-Military Operations," http://www.dodccrp.org/publications/pdf/Wentz_Kosovo.pdf, (accessed May 12, 2005).

and built bridges.⁹² Although NATO's CIMIC doctrine requires commanders to seek to avoid the use of military assets on nonmilitary tasks (AJP-9, 2-2), in many cases it is necessary to use available military assets for the survival of the people. In Kosovo, German CIMIC teams were very active and effective in terms of reconstruction. This seems to be due to the long-time German experience in emerging civil-operations planning, under the wartime host-nation support concept of the cold war.⁹³ They assisted in building over thirty schools and more than 960 houses, and were involved in more than 350 projects, such as building roads and bridges. Besides this, their military field hospitals provided assistance for civil emergencies, while CIMIC personnel provided training for locals, such as teaching villagers how to repair tractors.⁹⁴

5. Confidence Building

In Kosovo there were distinct differences between countries in the way they conducted their patrolling. While the British always sent the same soldiers to the same villages, with an emphasis on direct contact, the Americans over relied on armed vehicles and distanced the local population from the soldiers.⁹⁵

Because CIMIC units have direct contact with civilian populations, to “win the hearts and minds” of the local people it is necessary for CIMIC personnel to have certain special qualifications. They must not only possess political and cultural sensitivity, but also oral and written English-language communication skills.⁹⁶ For example, because some MNB troops from contributing countries and Kosovo communities had cultural similarities, they experienced better communication. Kosovo people coming from a “high-context culture” obviously had some misunderstandings with U.S. personnel. For example, if a woman falls down, Turkish soldiers know that they shouldn't touch her,

⁹² Thomas R. Mockaitis, “Civil-Military Cooperation in Peace Operations: The Case of Kosovo,” *Small Wars*, May 2005, <http://www.smallwarsjournal.com/documents/mockaitis.pdf>, (accessed May 12, 2005).

⁹³ Christopher Holshek, “The Operational Art of Civil-Military Operations: Promoting Unity of Effort,” http://www.dodccrp.org/publications/pdf/Wentz_Kosovo.pdf, (accessed May 12, 2005).

⁹⁴ Larry Wentz, “Civil-Military Operations,” http://www.dodccrp.org/publications/pdf/Wentz_Kosovo.pdf, (accessed May 12, 2005).

⁹⁵ Christopher Holshek, “The Operational Art of Civil-Military Operations: Promoting Unity of Effort,” http://www.dodccrp.org/publications/pdf/Wentz_Kosovo.pdf, (accessed May 12, 2005).

⁹⁶ *Ibid.*

even to help. But in similar cases, Americans did not know this, just because they are from a different culture,⁹⁷ a “low-context” culture. Within such cultures as Kosovo’s, personnel relationship-building must precede every event. If CIMIC personnel want to discuss an issue with the local people, first they must build confidence with them by, for example, drinking coffee together. For example, on one occasion there was a conflict over what color to paint a youth center near Gjlan in Kosovo. An American officer got frustrated and forced the solution, then left, satisfied with having solved the problem, leaving others to spend the next month sorting out the mess.⁹⁸ Especially in high-context cultures, before getting to the point, it is best to chat about trivial things and drink, for example, a cup of coffee, thereby building the confidence upon which civil-military cooperation depends.

H. CIMIC LESSONS LEARNED FROM KOSOVO AND BOSNIA

1. For CIMIC units to work more effectively, they should be equipped with information technology, like laptops, palm pilots, digital camcorders, GPS, and satellite communication assets. Besides this, the software that they use for information gathering should be the same for every unit, so that the information gathering, assessment, and distribution can be more effective.
2. CIMIC units should not carry their weapons in a threatening way. If possible, they should use only side arms and avoid wearing their battle gear.
3. The principle “CIMIC is every soldiers’ job” should be accepted by the force commander.
4. If possible, some functional specialists should be integrated into the CIMIC units.
5. CIMIC centers should be located outside the military zone: locations near the key civilian organizations can be good options.
6. There should be a strategic CIMIC plan to coordinate activities at the tactical level. This can be made possible by networking the CIMIC centers in the field.

⁹⁷ Thomas Mockaitis, Telephone Interview with the Author, June 1, 2005.

⁹⁸ Thomas R. Mockaitis, Civil-Military Cooperation in Peace Operations: The Case of Kosovo, <http://www.smallwarsjournal.com/documents/mockaitis.pdf>, (accessed May 12, 2005).

7. After every CIMIC activity, an after-action report should be filled out meticulously within twenty-four hours and sent back to headquarters. All the after-action reports should be reviewed by a trained CIMIC group, and if there are any contributions derived from the reports, they must be recorded as a CIMIC “lesson learned.”
8. Tours of duty for troops from contributing countries should be standardized and no less than six months.⁹⁹ Besides this, during replacements there should be at least a two-week overlapping period.
9. CIMIC personnel should be given more initiative so they can better coordinate events with the civilian organizations that work within the broad mission guidelines.¹⁰⁰
10. Because, for civilian organizations, personal relationships and trust are common currency, rotation for CIMIC liaison officers to those organizations should be no less than twelve months. If this is not possible, during the rotations, the overlap period for these persons should be at least three weeks.
11. To protect impartiality, the military contingent should treat all NGOs and other civilian organizations equally, including those that come from the military’s own country.¹⁰¹
12. To ensure greater cooperation, the military should send coordination officers to the lead organizations and invite liaison personnel from those agencies to the joint permission planning.
13. During coordination between civilian agencies, to avoid misunderstandings, military personnel should avoid using the term “force multiplier” when talking about civil-military cooperation.¹⁰²
14. Until an effective police force can be established, the military force should also be prepared to carry out the police functions. For example, during the first months of the Kosovo mission there was a power vacuum, which led to some lawlessness and revenge-taking.¹⁰³

⁹⁹ Thomas R. Mockaitis, “Civil-Military Cooperation in Peace Operations: The Case of Kosovo,” *Small Wars*, May 2005, <http://www.smallwarsjournal.com/documents/mockaitis.pdf>, (accessed May 6, 2005).

¹⁰⁰ Ibid.

¹⁰¹ Christopher Holshek, “The Operational Art of Civil-Military Operations: Promoting Unity of Effort,” http://www.dodccrp.org/publications/pdf/Wentz_Kosovo.pdf, (accessed May 12, 2005).

¹⁰² Thomas R. Mockaitis, “Civil-Military Cooperation in Peace Operations: The Case of Kosovo,” *Small Wars*, May 2005, <http://www.smallwarsjournal.com/documents/mockaitis.pdf>, (accessed May 6, 2005).

¹⁰³ Ibid.

15. In case of need, the military can lend its logistical engineering assets to an emergency relief effort. However, to avoid the dependency limitations of those, the lending period should be clear at the very beginning.¹⁰⁴
16. Personnel exchanges in which members of civilian and military organizations attend each other's training courses could further enhance communication and cooperation during a conflict.
17. Military forces should engage with civilian organizations as early as possible, so they can hand over some activities that should be done by civilian organizations as soon as possible.¹⁰⁵
18. CIMIC staff personnel working at the headquarters should have some CIMIC field experience.
19. Securing areas where humanitarian assistance is delivered can only be carried out by the military. However, the peacekeeping forces that are performing security activities should not carry out relief operations at the same time.¹⁰⁶
20. Each CIMIC unit should be given a briefing about "low-context and high-context cultures" before deployment into the field.
21. CIMIC personnel should be informed about the complexity of refugee returns and be reminded of the social, economic, and psychological complexities of returns.¹⁰⁷
22. If some military assets can be used for humanitarian assistance, like water-cleaning equipment that is sitting idle and not being used for a military purpose, those assets should be put into service by CIMIC units in case of demand.
23. Countries that have conscription systems should review their skill profiles and select candidates who meet their CIMIC functional specialist needs.¹⁰⁸
24. Local educated people should be given a chance to contribute to CIMIC activities.

¹⁰⁴ J. W. Rollins, "Civil Military Cooperation (CIMIC) in Crisis Response Operations: The Implications for NATO," *International Peacekeeping*, Vol. 8, No. 1, Spring 2001, 29.

¹⁰⁵ Ibid.

¹⁰⁶ Ibid.

¹⁰⁷ Thomas R. Mockaitis, "Civil-Military Cooperation in Peace Operations: The Case of Kosovo," *Small Wars*, May 2005, <http://www.smallwarsjournal.com/documents/mockaitis.pdf>, (accessed May 6, 2005).

¹⁰⁸ Larry Wentz, "Civil-Military Operations," http://www.dodccrp.org/publications/pdf/Wentz_Kosovo.pdf, (accessed May 7, 2005).

25. CIMIC personnel must possess not only peacekeeping experience but also political and cultural sensitivity, and English-language oral and written communication skills. In addition, they should possess some personal and facilitating skills.
26. Rules for classifying information should be reevaluated by the military, because most of the time, when civilian organizations ask for information, they are turned down under the pretext of “classified information.”
27. CIMIC personnel should honor the local leaders in the areas where they operate by inviting them to participate in coordination activities.
28. Before the operation, representatives of Special Forces and CIMIC units should sit together and coordinate their overlapping activities.¹⁰⁹
29. In CIMIC activities noncommissioned officers (NCOs) should be used more effectively.
30. NGOs should be briefed about the capabilities of the military, so that they don’t have an unrealistic picture, such as an assumption that the military can secure all their widely dispersed operations.¹¹⁰
31. Excessive emphasis on force protection can reduce the credibility of the CIMIC units and this can hamper civil-military cooperation.
32. If possible, former warring factions should be integrated into CIMIC projects.¹¹¹
33. Although CIMIC activities do not usually arouse media interests, they should be publicized effectively.
34. Early deployment of CIMIC or Civil Affairs personnel in the theatre of operations can be very useful, setting the stage for the introduction of follow-on forces into an environment that has benefited from specialized interaction with the local people.¹¹²
35. In operations in which the civil implementation of the overall objectives plays such a key role, Civil Affairs and CIMIC have an important, timely role to play.¹¹³

¹⁰⁹ Larry Wentz, “Civil-Military Operations,” http://www.dodccrp.org/publications/pdf/Wentz_Kosovo.pdf, (accessed May 7, 2005).

¹¹⁰ Daniel Byman, Ian Lesser, Bruce Pirnie, Cheryl Benard and Matthew Waxman, “Strengthening the Partnership: Improving Military Coordination with Relief Agencies and Allies in Humanitarian Operations,” <http://www.rand.org/publications/MR/MR1185/>, (accessed June 3, 2005).

¹¹¹ Jeffrey A. Jacobs, Civil Affairs in Peace Operations, *Military Review*, July-August 1998, 13.

¹¹² James J. Landon, “CIMIC: Civil Military Cooperation,” in *Lessons from Bosnia: The IFOR Experience*, ed. Larry Wentz (CCRP: January 1998), 124.

¹¹³ *Ibid.*

36. Since capital cities are on the spot in the world's media, special CIMIC centers should be created just to deal with the implementation of civil projects in those cities.
37. The Bosnia experience has shown that troop-contributing countries should provide CIMIC or Civil Affairs personnel in proportion to the number of troops they provide; otherwise, the headquarters will become overstaffed with CIMIC personnel.
38. In the absence of functioning civil implementation institutions, a peace force receives more public pressure to take a larger role in the reconstruction of a society.
39. During the rotation or transferring of forces, special attention should be given to preserving valuable CIMIC turnover opportunities.
40. Civilian entities should be educated on what the military will be doing, but the briefing should not be given only in the capital cities, but also in the field where a majority of the NGOs are located.

III. A COMPARISON OF THE CANADIAN, BRITISH, AND UNITED STATES CIVIL-MILITARY DOCTRINES TO NATO'S CIVIL-MILITARY COOPERATION DOCTRINE

A. INTRODUCTION

NATO defines “standardization” as the process of developing concepts, doctrines, procedures, and designs to achieve and maintain the most effective levels of “compatibility, interchangeability and commonality” in the operational, procedural, materiel, technical, and administrative fields.¹¹⁴ To enhance the combined operational effectiveness of Alliance military forces in peacekeeping operations, members should have mutually agreeable doctrines and strategies

Turkey is a troop-contributing member of NATO, but it does not yet have a national CIMIC doctrine. However, it is on the way to having one (see chapter 1). According to the findings of the recent workshop, in which military and civilian personnel from the Turkish armed forces and the Ministry of Foreign Affairs participated, Turkey should develop a national CIMIC doctrine that is compatible with the NATO CIMIC doctrine. The workshop participants also recommended that while developing this doctrine, Turkish armed forces members should study the CIMIC doctrines of the various NATO members.

Great Britain, Canada, and the United States are also troop-contributing NATO members. Although NATO requires that Alliance-member policy documents be compatible with one another, Great Britain, Canada, and the United States all have CIMIC and CMO doctrines that differ slightly from the NATO civil-military cooperation doctrine.¹¹⁵

This chapter is intended as a contribution to the Turkish armed forces' development of a civil-military cooperation doctrine. It compares the British, Canadian, and U.S. doctrines, using NATO's doctrine as a framework. The chapter shows that there are slight variations among NATO members' doctrines, variations that may negatively

¹¹⁴ NATO Standardization Agency, <http://nsa.nato.int>, (accessed May 12, 2005).

¹¹⁵ Allied Joint Publication-9, NATO Civil-Military Co-Operation (CIMIC) Doctrine, June 2003, 6-2.

affect the “compatibility, interchangeability, and commonality” issues involved in NATO peacekeeping operations. During Turkey’s development of its national doctrine, it should take those variations into consideration.

The chapter is divided into two parts. The first part will compare the civil-military cooperation doctrines of NATO, Canada, and Great Britain, and the civil-military operations doctrine of the United States. The comparison will be explored from a number of different perspectives;

- CIMIC core functions
- Associated activities
- The principles of CIMIC
- Application of CIMIC
- The coordination and the use of the civil resources
- Organization and command and control of CIMIC/CMOs forces
- Civilian dimension of CIMIC
- CIMIC centers, civil military coordination centers and CMO centers

Part two of the chapter will evaluate the doctrine comparisons

B. COMPARISON OF THE BRITISH AND CANADIAN CIMIC DOCTRINES AND THE U.S. CMO DOCTRINE TO THE NATO CIMIC DOCTRINE

1. Core Functions

NATO: NATO accepts

- Civil-military liaison,
- Support to the civil environment, and
- Support to the force as core functions of the CIMIC.¹¹⁶

The NATO doctrine also points out that having the tacit support of the population is as important as having the active support. For this reason, earning the support of the population can be counted as a fourth function of civil-military cooperation.¹¹⁷

¹¹⁶ Allied Joint Publication-9, NATO Civil-Military Co-Operation (CIMIC) Doctrine, June 2003, 1-3, 4.

¹¹⁷ Ibid., 1-4.

Great Britain: Like the NATO doctrine, the British doctrine accepts

- Liaison between the military and civilian agencies,
- Support to the force, and
- Support to the civilian environment as the core functions that civil-military cooperation requires.¹¹⁸

United States: U.S. doctrine broadly separates CMO functions into;

- Support to military operations and
- Support to civil operations.

But the doctrine mentions that, even though those functions seem separate, sometimes they become intertwined, depending on the nature of a particular operation and its potential to expand from a civil to a military mission.¹¹⁹

Canada: Similar to the U.S. doctrine, according to the Canadian doctrine, there are two main CIMIC functions:

- Civil-military cooperation operations,
- Support to civil administrations.

The Canadian doctrine studies the core functions of CIMIC within the framework of three scenarios:¹²⁰

- Operations in friendly territory
- Operations in Hostile territory
- Operations in Canadian territory

The NATO, British, and U.S. doctrines, however, mainly focus on operations in the international arena; they do not differentiate the way the Canadian doctrine does.

2. Activities Associated with Civil-Military Cooperation

NATO: There are many activities that are closely associated with civil-military cooperation. According to the NATO doctrine, the most important ones are:¹²¹

¹¹⁸ Great Britain Interim Joint Publication 3-90, Civil Military Cooperation (CIMIC), November 2003, 1-4.

¹¹⁹ U.S. Joint Publication 3-57, Joint Doctrine for Civil-Military Operations, February 8, 2001, 1-11.

¹²⁰ Civil-Military Cooperation in Peace, Emergencies, Crisis and War, Canadian Chief of the Defence Staff, January 1999, 1-10.

¹²¹ Allied Joint Publication-9, NATO Civil-Military Co-Operation (CIMIC) Doctrine, June 2003, 1-5.

- Military assistance in humanitarian emergencies
- Civil emergency planning
- Host-nation support

Great Britain: Although civil-military cooperation involves interaction with all the sectors of a civilian community, according to the British doctrine, the interactions with nongovernmental and international organizations are the most demanding. For this reason, the British doctrine considers “humanitarian issues” as the main issue of civil-military cooperation. It does not focus on other activities.

Canada: The Canadian doctrine studies a broad range of associated activities in relation to civil-military cooperation:¹²²

- Military civil information
- Host nation support
- Population and resource control
- Support to civil authorities and
 - Humanitarian assistance
 - Military civic action
 - Civil defense
- Civil assistance
- Support to civil administration

United States: According to the U.S. doctrine, the main activities associated with civil-military operations are:

- Populace and resource control
- Foreign Humanitarian Assistance (FHA)
- Nation assistance operations other than FHA
- Military civic action
- Civil preparedness and emergency operations
- Civil administration

¹²² Civil-Military Cooperation in Peace, Emergencies, Crisis and War, Canadian Chief of the Defence Staff, January 1999, 1-10.

- Domestic support operations
- Military support to the civil authorities

Unlike the NATO doctrine, the British, Canadian, and U.S. doctrines put special emphasis on the role of civil-military operations in counterinsurgency. According to the U.S. Joint Doctrine for counterinsurgency (U.S. JP 3-57), during a counterinsurgency operation the goal of civil-military operations is to isolate the insurgents from the populace, thus depriving them of recruits, resources, intelligence, and credibility.¹²³

3. The Principles of Civil-Military Cooperation

NATO: The NATO doctrine separates the principles of CIMIC into two main groups:¹²⁴

- The principles governing the military direction of CIMIC and
- The principles governing the civil-military relationship

The principles governing the military direction of CIMIC are:

- Mission primacy
- Command direction
- Economy
- Prioritization and concentration
- Legal obligations and humanitarian considerations

The principles governing the civil-military relationship are:

- Cultural awareness
- Common goals
- Shared responsibilities
- Consent of the civilians
- Transparency of the CIMIC activities
- Communication

¹²³ U.S. Joint Publication 3-57, Joint Doctrine for Civil-Military Operations, February 8, 2001, 1-22.

¹²⁴ Allied Joint Publication-9, NATO Civil-Military Co-Operation (CIMIC) Doctrine, June 2003, 2-3.

Great Britain: According to the British doctrine the principles guiding the CIMIC are:¹²⁵

- Legal obligations
- Differentiated relationships
- Cultural awareness
- Cooperation
- Understanding, respect, and trust
- Mutual responsibility
- Transparency
- Communication
- Situational awareness
- Influence
- Scale of effort
- Transition management

Canada: The Canadian doctrine enumerates the general principles of CIMIC as follows:¹²⁶

- Continuity and consistency of the policy
- Selection and maintenance of the aim
- Command responsibility
- Trust and confidence
- Cooperation
- Mutual responsibility and support
- Impartiality
- Foresight
- Economy of resources and effort
- Humanitarian consideration
- Force protection

¹²⁵ Great Britain Interim Joint Publication 3-90, Civil Military Cooperation (CIMIC), November 2003, 3-2.

¹²⁶ Civil-Military Cooperation in Peace, Emergencies, Crisis and War, Canadian Chief of the Defence Staff, January 1999, 1-16.

United States: As parallel to the NATO's principles of CIMIC, U.S. doctrine designates six principles for the CMO. These are ¹²⁷

- Mission
- Command responsibility
- Continuity and consistency of the policy
- Reciprocal responsibilities
- Economy of personnel and resources
- Humanitarian considerations

This overview of the various doctrines shows that they are all parallel in terms of their guiding principles, though some of the terminology varies from document to document. At bottom, they all reflect the basic principles of the NATO doctrine. Nonetheless, some points merit elucidation. Both NATO and Great Britain cite the principle of “transparency,” but the NATO doctrine includes a caveat: CIMIC personnel should work closely with intelligent assets to obtain the timeliest and accurate information that may be passed to the civilian organizations. It also asserts that CIMIC personnel will become ineffective if they are used for collecting intelligence.¹²⁸

The Canadian doctrine, while it details a principle of mutual responsibility and support, it also emphasizes the issue of “mission creep,” that is, the consumption of resources by activities not originally allocated or planned for.

The British doctrine again makes a distinction between civilian actors, noting that there are organizations with whom it is more appropriate to engage primarily through liaison complimented by coordinated training-and-awareness activities. About the principle of cooperation, the British doctrine gives the impression that, even though CIMIC doesn't imply military control of civil actors, a task force commander may better achieve the necessary civil-military relationship through the leadership of the military.

¹²⁷ U.S. Joint Publication 3-57, Joint Doctrine for Civil-Military Operations, February 8, 2001, II-6.

¹²⁸ Allied Joint Publication-9, NATO Civil-Military Co-Operation (CIMIC) Doctrine, June 2003, 1-3.

4. Application of Civil-Military Cooperation

NATO: According to the NATO doctrine, the application of CIMIC in Article 5 collective defense operations is different than in non–Article 5 crisis response operations (CRO). The operational stages in both operations are:

- Preoperational stage
- Operational stage
- Transitional stage

There are some factors particular to civil-military cooperation in both Article 5 and non–Article 5 operations. For example, in Article 5 operations, an allied joint force (AJF) that is deployed in a NATO nation can expect that some CIMIC functions will be undertaken by the host nation. But in non–Article 5 operations, NATO forces usually find themselves in a situation in which the state institutions have collapsed, law and order has broken down, and there are no institutions to provide CIMIC help to the Alliance forces. Another important point, in Article 5 operations the focus is on population movements, while in non–Article 5 operations the focus is on shifting the burden of “humanitarian assistance” to other regional and international organizations .¹²⁹

Great Britain: Unlike NATO’s, Canada’s, and the United States’ doctrines, Britain’s does not specify a variety of operation environments, such as combat operations, operations other than war, peace support operations, regional conflicts, and other combat operations. However, like the other doctrines, it does emphasize that CIMIC should be considered at the outset of all planning process, and the process should include plans for the handover of tasks to the civil sector, including milestones toward that handover .¹³⁰

¹²⁹ Allied Joint Publication-9, NATO Civil-Military Co-Operation (CIMIC) Doctrine, June 2003, 3-9.

¹³⁰ Great Britain Interim Joint Publication 3-90, Civil Military Cooperation (CIMIC), November 2003, 4-8.

Canada: Similar to the NATO doctrine, the Canadian doctrine separates the application of civil-military cooperation into three stages:¹³¹

- Pre-operational
- Operational stage
- Transitional Stage

However, Canada's doctrine does not differentiate the operations as "crisis response operations" and "collective defense operations" as NATO does. Instead, it differentiates the operational environment as;

- Peace support operations
- Operations other than war
- Combat operations

Also unlike the NATO doctrine, Canada's doctrine does not prescribe different ways of doing CIMIC in different operational environments.

United States: The U.S. doctrine divides civil-military operations into:¹³²

- Major regional conflicts
- Other combat operations

The doctrine separates the application of civil-military operations into five phases:

- Precrisis
- Preparation
- Deployment
- Hostilities
- Post-Conflict

Unlike the NATO doctrine, the U.S. doctrine does not specify phases in the different operations: the operational phases are the same, whether they are major regional conflicts or other combat operations.

¹³¹ Civil-Military Cooperation in Peace, Emergencies, Crisis and War, Canadian Chief of the Defence Staff, January 1999, 1-5, 26.

¹³² U.S. Joint Publication 3-57, Joint Doctrine for Civil-Military Operations, February 8, 2001, 1-10.

5. The Coordination and Use of Civil Resources

NATO: During a conflict, an important function of civil-military cooperation is the use of civilian resources in a balanced way between the military force, the local population, and international and nongovernmental organizations. NATO defines those procedures and agreements as “civil-military resource coordination (CMRC).”¹³³ However, the CIMIC staff is not involved in direct management of resources, like the drawing up of contracts. The CIMIC role in the coordination of civil resources to execute a facilitating, monitoring, and advisory function. It is to ensure a balanced use of resources between the military force, the local population, and all civilian organizations within the area, so that the commander’s mission can be fulfilled without civilian suffering.¹³⁴ According to the NATO doctrine, the J4 staff is responsible for developing host-nation support (HNS) arrangements and making contracts with the host government and other organizations and agencies. The CIMIC staff is responsible only for informing the J4 staff about the resource capabilities of the host nation.

Great Britain: The British doctrine does not put special emphasis on the coordination of the use of the civilian resources. But it does note that it is the responsibility of the J8 staff to ensure a robust mechanism for payment of and accounting for funds from internal sources and external organizations. Those require a close working relationship with both the CIMIC staff and civilian organizations.¹³⁵ The British doctrine points out that the CIMIC staff should coordinate the following issues concerned with the use of civilian resources with **J4** logistics.¹³⁶

- Host-nation support (HNS)
- Use of routes
- Accounting for the impact of the use of local resources on the population
- Possible transportation and other resources where necessary to support CIMIC tasks

¹³³ Allied Joint Publication-9, NATO Civil-Military Co-Operation (CIMIC) Doctrine, June 2003, 4-1.

¹³⁴ Ibid., 4-2.

¹³⁵ Great Britain Interim Joint Publication 3-90, Civil Military Cooperation (CIMIC), November 2003, 4-7.

¹³⁶ Ibid., 4A-3.

Canada: According to the Canadian doctrine, for operations in countries in which the provision of support is through ad hoc arrangements, **J4 and J5** representatives should be among the first to arrive in the area of operation to identify locally available support and coordinate their activities for the integration of the possible civilian support into the logistic plan. Also, CIMIC personnel should help J4 and J5 personnel in areas such as:

- Existing HNS agreements and arrangements
- Sources of procurement and resupply of equipment and material
- Timely availability of resources, particularly for immediate operation requirements and unforecasted operational requirements
- Availability and suitability of specific civilian services related to maintenance and logistics
- Use of the civilian airfield and seaports
- Medical cooperation
- Logistics support to military engineer operations
- Provision of civilian labor

The Canadian doctrine puts a special emphasis on host-nation support and notes that the scope of HNS includes a range of local support in all types of military and civilian assistance, particularly logistics and communications. HNS could include:

- Rear-area security, including vital points
- Nuclear/biological/chemical (NBC) defense
- Host Nation (HN) civil and military engineer support
- Deming and explosive ordinance disposal
- Secure line of communication
- Provision of living and working accommodations, and logistic facilities outside the combat areas
- Medical support
- Transport
- Cargo-handling services
- Provision of skilled and unskilled labor
- Storage and security of pre positioned emergency or relief supplies.

United States: Similar to the NATO doctrine, the U.S. doctrine notes that, although all potential supply sources should be considered for the sources of a mission, the military forces should not compete for scarce resources. Unlike the other doctrines, the U.S. doctrine points out that, before deployment in an area, military resource planning should consider the potential requirements to provide support to nonmilitary personnel, e.g., NGOs and international organizations.¹³⁷

According to the NATO doctrine, the contracting support plan is prepared by J4 personnel. The CIMIC staff helps in necessary data gathering. But according to the U.S. doctrine contracting with other organizations is the responsibility of the J8 staff, and civil affairs personnel coordinate available data concerning local resources.¹³⁸

Civil affairs personnel and logisticians also make plans as to which equipment and supplies can be left behind at the completion of a mission, so that those supplies can be used for the later reconstruction of the area.¹³⁹

Different than the NATO and British doctrines, the U.S. doctrine explains in a very detailed way the issue of “procurement of local national civilian labor” and emphasizes that local civilian labor may be used in support of the military operations.²⁷ As shown above, the Canadian also mentions this topic, but not in depth.

6. Organization and Command-and-Control of CIMIC/CMO Forces

NATO: According to the NATO doctrine, the minimum requirement common to all situations is CIMIC trained staff who are fully integrated into headquarters at all levels.¹⁴⁰ The size and structure of the staff will vary from headquarters to headquarters and will be mission dependent. These staff may comprise:¹⁴¹

¹³⁷ U.S. Joint Publication 3-57, Joint Doctrine for Civil-Military Operations, February 8, 2001, III-20.

¹³⁸ Ibid.

¹³⁹ Ibid.

¹⁴⁰ Allied Joint Publication-9, NATO Civil-Military Co-Operation (CIMIC) Doctrine, June 2003, 5-1.

¹⁴¹ Ibid., 5-1, 2.

- CIMIC groups¹⁴²
- Functional Specialists¹⁴³
- General Forces

The NATO doctrine differentiates the command and control of the CIMIC staff between Article 5 and non–Article 5 operations. CIMIC assets in the support of a joint operation are normally placed under the operational control of the land forces commander.¹⁴⁴ Under Article 5 conditions, activities of CIMIC units placed in direct support of national formations are coordinated by CIMIC staff at the land-component commander level. In non–Article 5 crisis response operations, the requirement is normally met by one or more of the following options:

- The allocation of a CIMIC group under the command and control of the allied joint forces (AJF) headquarters (see Table 1).
- The reinforcement of the CIMIC staff with a headquarters by functional specialists or elements from a CIMIC group
- The procurement of CIMIC assets for deployment in joint operation areas (JOA) as part of national contributions to be placed under the command of the joint task force.¹⁴⁵

¹⁴² CIMIC group is a national or multinational unit composed of CIMIC personnel. CIMIC group may be deployed into the joint operation area as part of national contingent or Allied Joint Forces. It may comprise Group HQ, a HQ company and a number of CIMIC support companies capable of supporting the chain of command throughout the Joint Operation Area, JOA, or region.

¹⁴³ CIMIC groups are likely to contain expertise in the following areas:

- 1-Civil Administration
- 2-Civil Infrastructure
- 3-Humanitarian Aid
- 4-Economy and Commerce
- 5-Cultural Affairs

They will be employed for the duration of the specified tasks. These persons may be either military or civilian.

¹⁴⁴ Allied Joint Publication-9, NATO Civil-Military Co-Operation (CIMIC) Doctrine, June 2003, 5-2.

¹⁴⁵ The requirement to fulfill JOA level tasks might then in turn be met by the tasking of national assets through the chain of command or of tasking further individual functional specialists who report directly to the CIMIC staff.

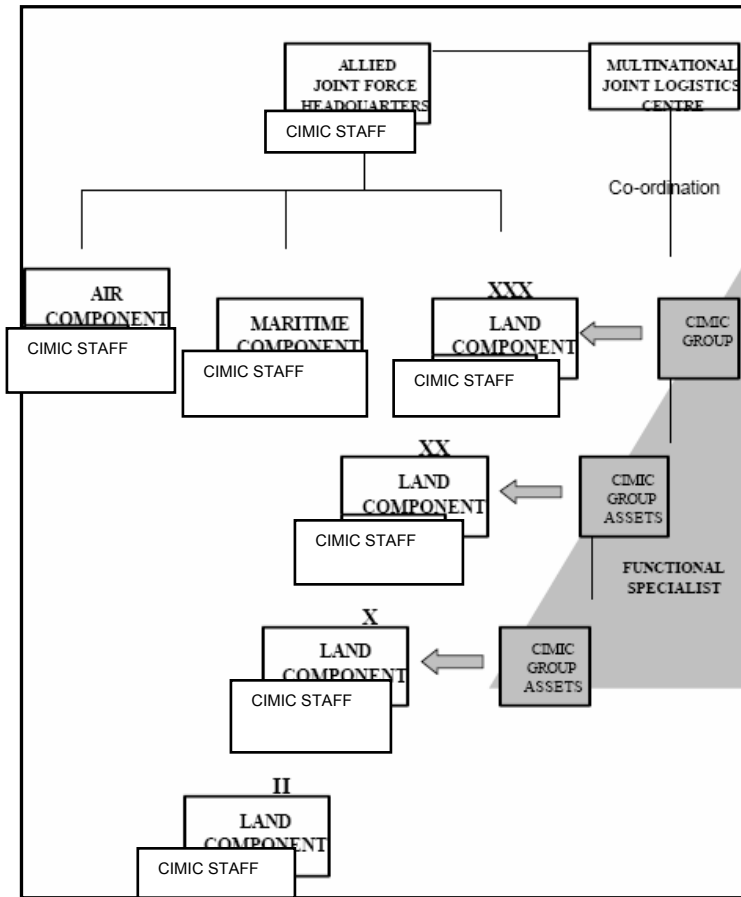


Table 1. Illustrative CIMIC Organizational Structure in a Non–Article 5 Crisis Response Operation¹⁴⁶

According to the NATO doctrine, commanders below the JFC level may see the need to authorize CIMIC activities that do not form a part of the joint task force commander’s CIMIC plan. These initiatives are undertaken either by general troops within their command and control or by national CIMIC assets¹⁴⁷. This is acceptable only provided that;

- These activities are fully transparent and are coordinated at the theatre level.
- They do not compromise the JFTC’s mission

¹⁴⁶ Allied Joint Publication-9, NATO Civil-Military Co-Operation (CIMIC) Doctrine, June 2003, 5-4.

¹⁴⁷ Ibid., 5-5.

From the strategic command to the subregional commands, all headquarters should include CIMIC trained officers. Nations that contribute to NATO should also have CIMIC staff in formations including divisions and brigades.¹⁴⁸

Great Britain: According to the British doctrine, the size and specific organization of the joint task force's CIMIC staff vary depending on the specific mission and operational circumstances. Also, the personnel balance between core personnel and additional personnel drawn from the CIMIC group will change depending on the circumstances.

Although NATO has civil-military cooperation as a stand-alone J9 function, the British doctrine requires that the CIMIC process be embedded within the J3 staff functions and be conducted with the normal command chain in order to maintain a coherent approach to CIMIC throughout the levels of operation and to achieve the necessary operational linkages, particularly with information operations and media operations.¹⁴⁹ According to the British doctrine, the organic staff may not be specialists; they should be trained to understand the principles of CIMIC and complexities of civil military cooperation.

¹⁴⁸ Allied Joint Publication-9, NATO Civil-Military Co-Operation (CIMIC) Doctrine, June 2003, 5-6.

¹⁴⁹ Great Britain Interim Joint Publication 3-90, Civil Military Cooperation (CIMIC), November 2003, 4-2.

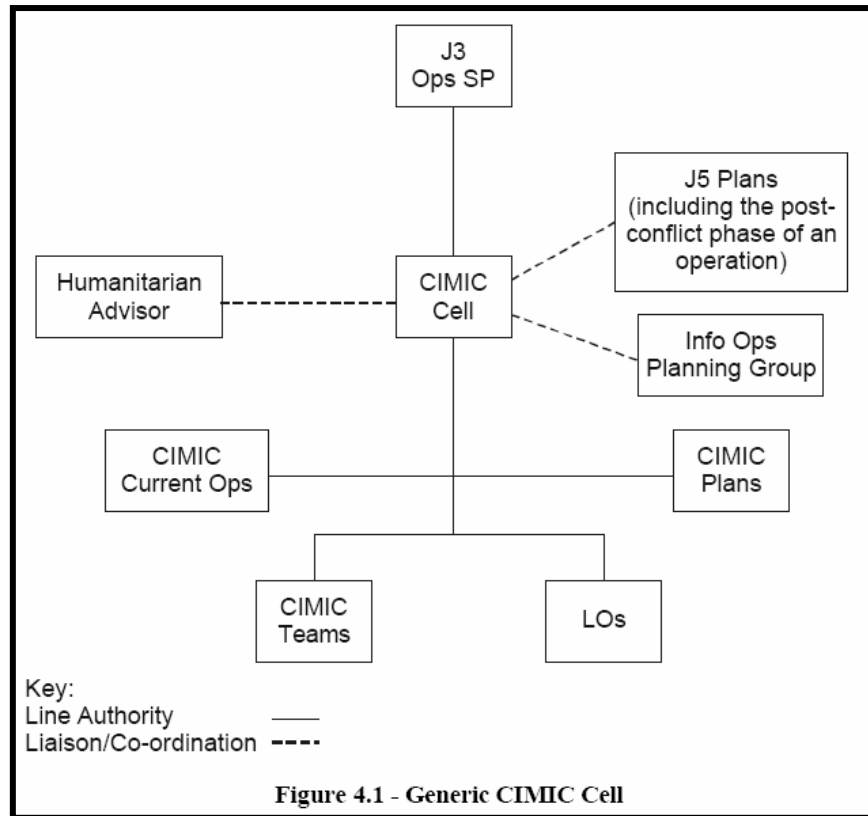


Table 2. Generic CIMIC Cell¹⁵⁰

Although CIMIC is not a specialist function, the joint task force may be supported by CIMIC advisors, CIMIC teams, functional specialists, liaison officers and humanitarian advisors in order to provide for unity of effort.

CIMIC Advisors: Additional CIMIC -trained staff officers drawn from the Joint CIMIC group¹⁵¹ can provide the joint task force input to any civil-military planning effort.

CIMIC Teams: A team of four CIMIC specialists from the joint CIMIC group to conduct field assessments of the civil environment, to assist in the establishment of CIMIC centers, and to carry out other civil-related tasks. CIMIC teams may be composed of civilians, military, or a combination of both.

¹⁵⁰ Great Britain Interim Joint Publication 3-90, Civil Military Cooperation (CIMIC), November 2003, 4-2.

¹⁵¹ The term “Civil Affairs Group” was changed to Joint CIMIC Group in mid 2004.

Functional specialists: These specialists, who need not be military, will provide expert advice and should be called forward when required to meet the specific needs of a specific task or activity.¹⁵²

Liaison advisor: Liaison officers to civilian organizations may be drawn from the joint CIMIC group or from elsewhere within staffs when the necessary level of operation of CIMIC principles has been achieved.

Humanitarian advisor: Humanitarian advisors, drawn from the Department for International Development (DFID),¹⁵³ Department for International Development provide the joint task force with specialist advice on the effects of military action on the humanitarian sector and how these may be alleviated, thereby enabling commanders to make a better informed military judgment.¹⁵⁴

According to the British doctrine,, although CIMIC focus focuses on J3, it is not a stand-alone function, Its principles should be applied to the activities of all staff branches.¹⁵⁵

¹⁵² Functional specialists can be drawn from the Joint CIMIC Group, but may be also drawn from the engineer and Logistic Staff Corps.

¹⁵³ British version of U.S. AID.

¹⁵⁴ Great Britain Interim Joint Publication 3-90, Civil Military Cooperation (CIMIC), November 2003, 4 -3, 4.

¹⁵⁵ Ibid., 4-5.

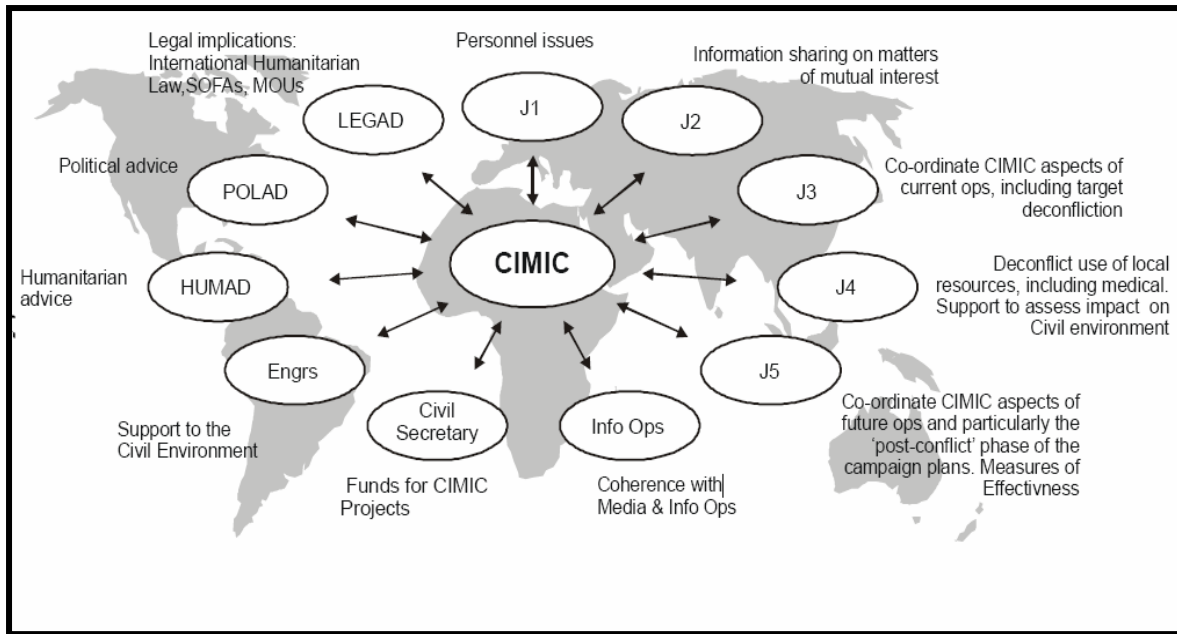


Table 3. CIMIC Applicability to Staff Branches¹⁵⁶

Canada: According to the Canadian doctrine, a civil-military operations section is under the J5 CIMIC.¹⁵⁷

¹⁵⁶ Great Britain Interim Joint Publication 3-90, Civil Military Cooperation (CIMIC), November 2003, 4 -5.

¹⁵⁷ Civil-Military Cooperation in Peace, Emergencies, Crisis and War, Canadian Chief of the Defence Staff, January 1999, 2-17.

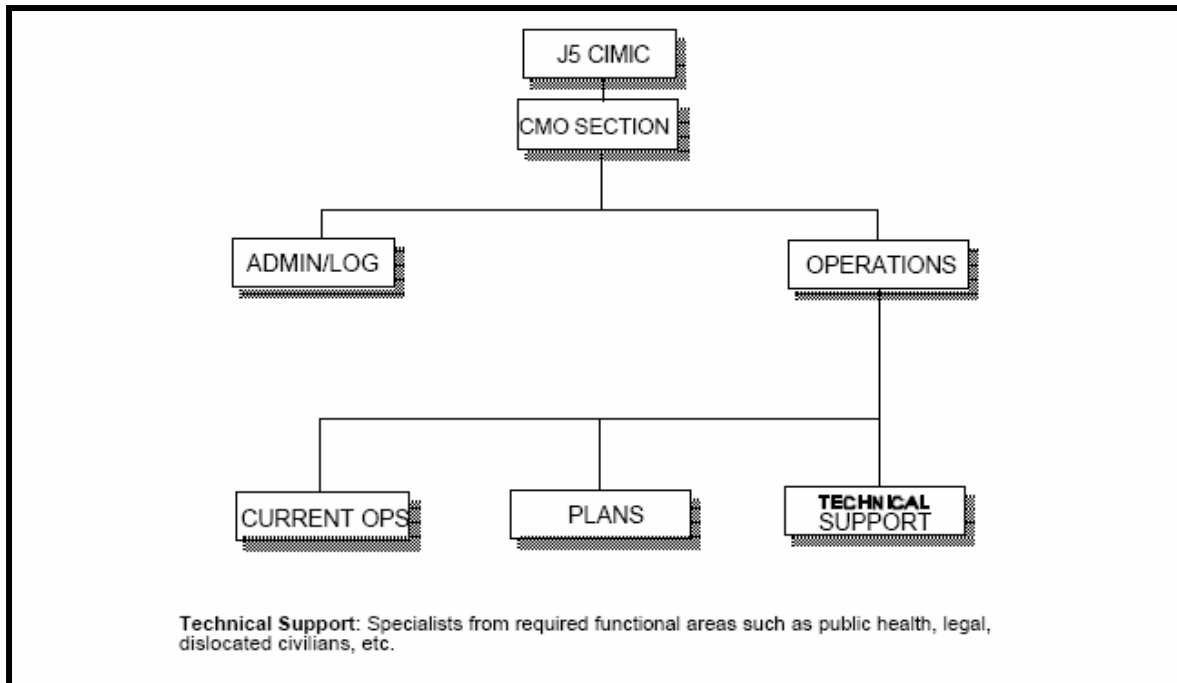


Table 4. Civil-Military Cooperation Section¹⁵⁸

Under the task force commander's CIMIC intent and concept of operations, the J5 CIMIC makes certain that the military information services are generated by dedicated J5 plans, J5 projects, J5 operations, physiological operations (PYSOPS), and public affairs, and that they are mutually supportive in civil-military operations.¹⁵⁹ Civil-military operations are planned, coordinated, conducted, supported, and controlled in close cooperation and consultation with J1, J2, and J3 plans, J3 ops, J3 engineers, and J4 and J5 staff officers at the task force headquarters. The J5 CIMIC is responsible for organizing and running the civil-military coordination center (CMMC) inside the compound area and for setting up CIMIC centers outside the compound area to provide civil-military cooperation.¹⁶⁰

¹⁵⁸ Civil-Military Cooperation in Peace, Emergencies, Crisis and War, Canadian Chief of the Defence Staff, January 1999, 2-17.

¹⁵⁹ Ibid., 5-1.

¹⁶⁰ Ibid.

United States : According to the NATO doctrine, CIMIC personnel are under the command and control of the subunits of the joint task force. However, according to the U.S. doctrine, civil-military operations may be carried out separately under the title, Joint Civil-Military Operations Task Force.⁴⁹ A joint CMO task force is composed of units from more than one military department of U.S. agency and is formed to carry out civil-military operations in support of the mission.¹⁶¹ Although such a task force is not a civil affairs organization, given their expertise in dealing with NGOs, international organizations, and other governmental agencies, a strong representation of civil-affairs-trained personnel may be required.

As mentioned, a joint civil-military operations task force (JCMOTF) may have both conventional forces and special operations forces assigned or attached to support the conduct of the civil-military operation. In addition, in rare instances, a JCMOTF could be formed as a standing organization, depending on the national command authorities and resource availability.¹⁶²

Advantages of a joint civil-military operation task force:

- Consolidated and coordinated civil-military operations
- Unity of command and effort
- Allows the joint force command to focus on war fighting, while the JCMOTF commander focuses on the civil-military operation and transition.

Disadvantages of a joint civil-military operations task force:¹⁶³

- Lack of synchronization between the joint force and JCMOTF Commanders
- Duplication of effort, if the joint task force is established to conduct civil-military missions
- Increased forces, personnel and logistics

¹⁶¹ Civil-Military Cooperation in Peace, Emergencies, Crisis and War, Canadian Chief of the Defence Staff, January 1999, 2-17.

¹⁶² Ibid., 2-20.

¹⁶³ U.S. Joint Publication 3-57, Joint Doctrine for Civil-Military Operations, February 8, 2001, 2-20.

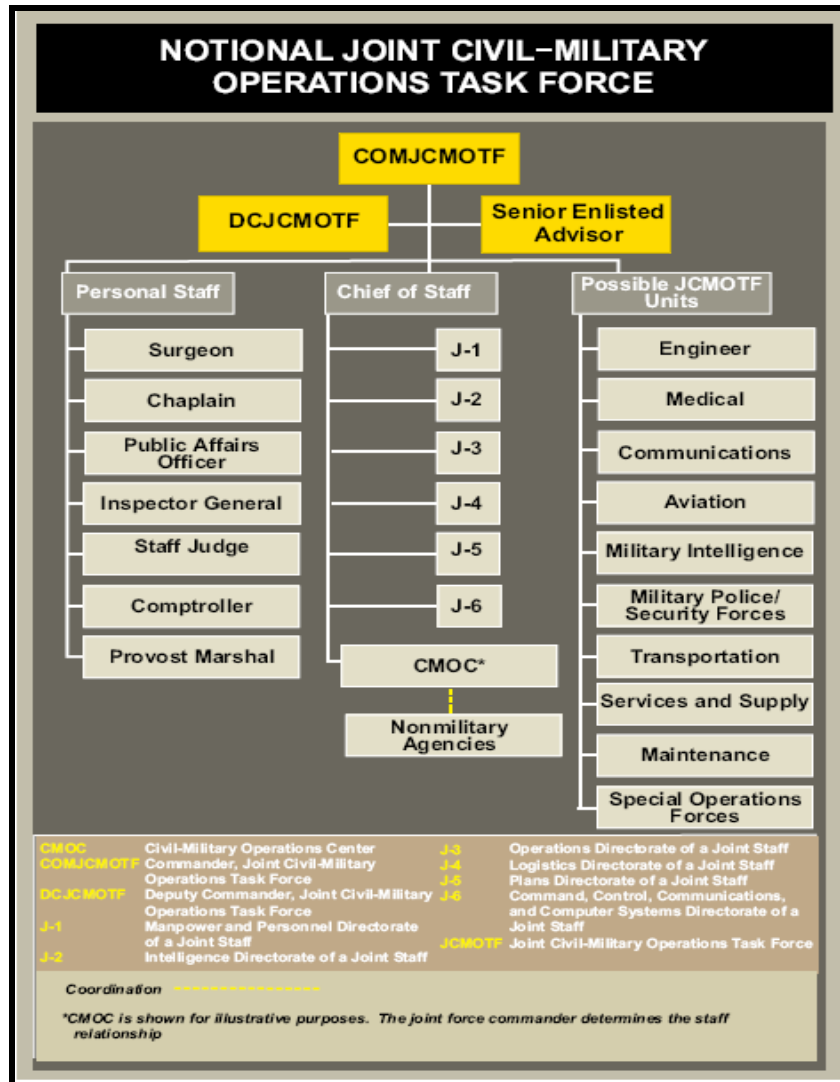


Table 5. Notional Joint Civil-Military Operations Task¹⁶⁴

¹⁶⁴ U.S. Joint Publication 3-57, Joint Doctrine for Civil-Military Operations, February 8, 2001, 2-21.

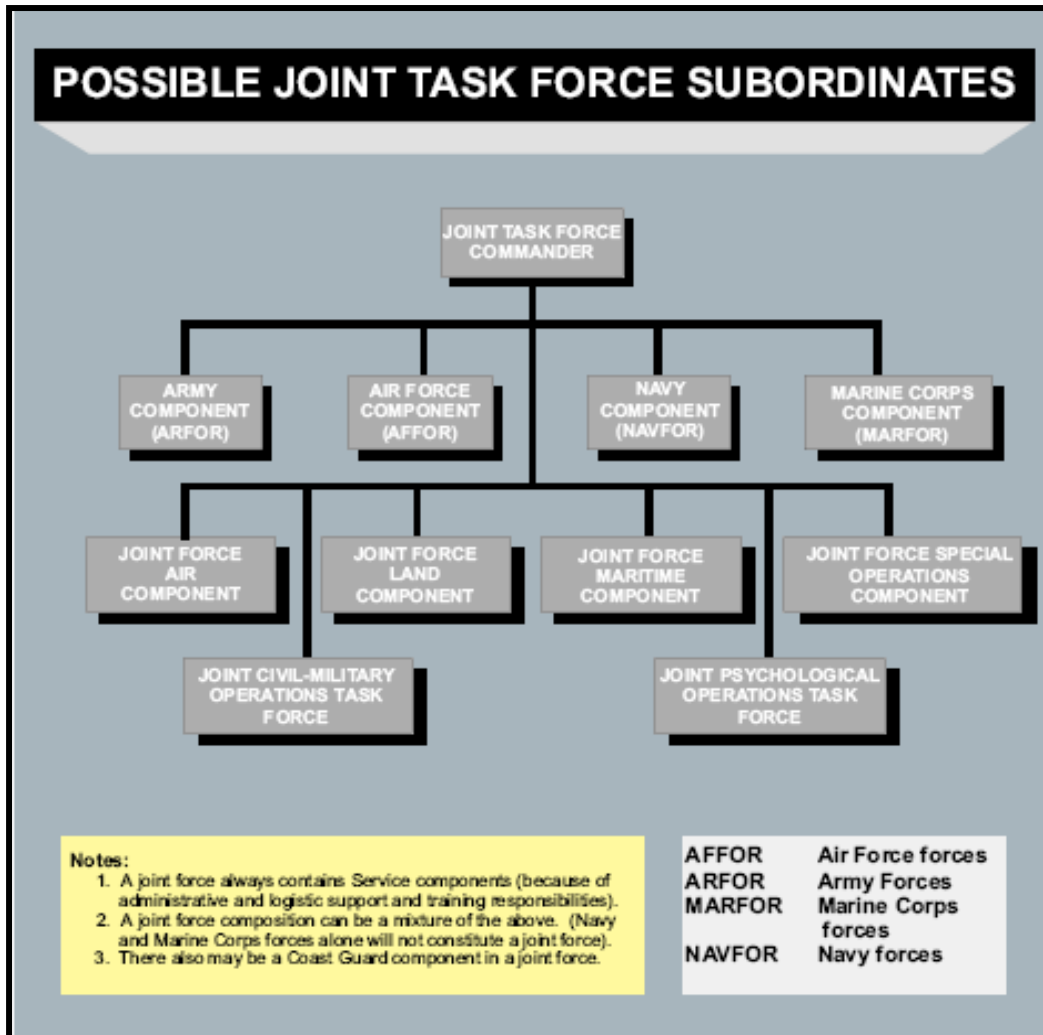


Table 6. Possible Joint Task Force Subordinates¹⁶⁵

7. Organization CIMIC Responsibilities and Operational CIMIC Tasks

NATO: In NATO, the Military Committee is the top strategic group providing guidance for the conduct of CIMIC as it applies to military operations, exercises, and training (see Table 7).¹⁶⁶

¹⁶⁵ U.S. Joint Publication 3-57, Joint Doctrine for Civil-Military Operations, February 8, 2001, 2-18.

¹⁶⁶ MC 411/1 NATO Military Policy on CIMIC.

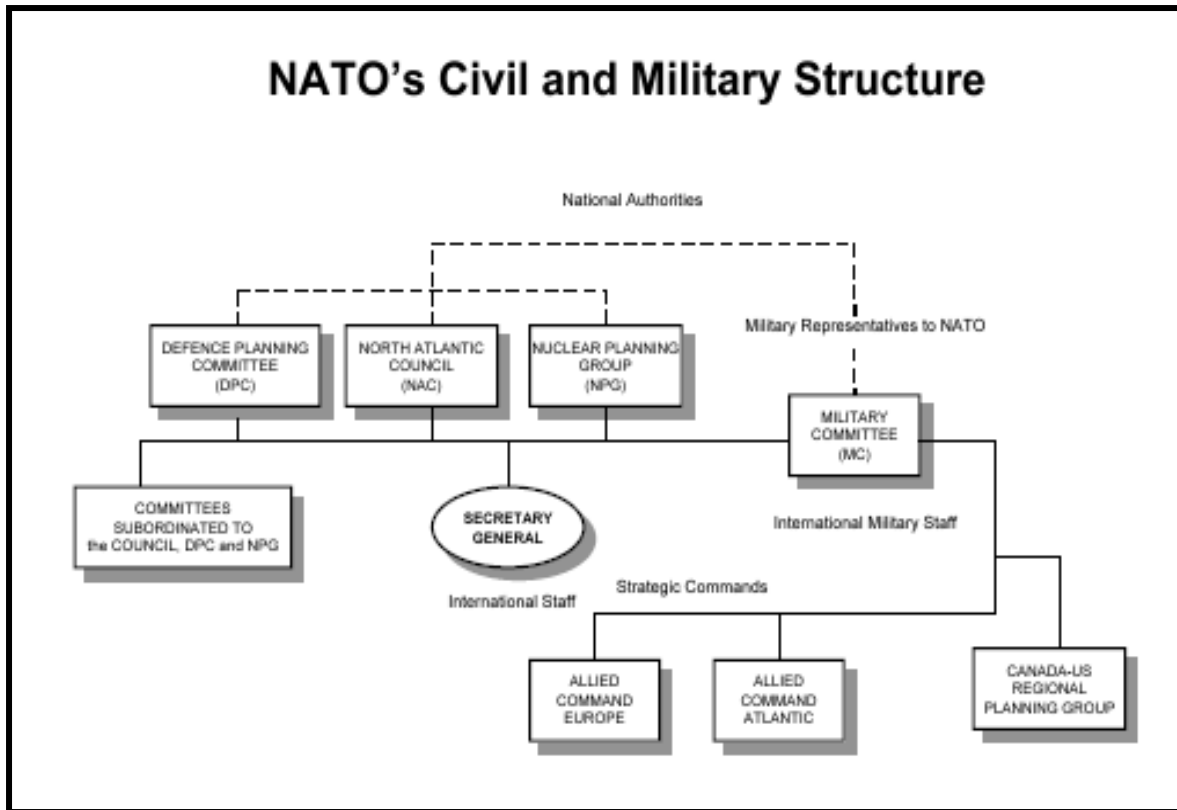


Table 7. NATO's Civil and Military Structure¹⁶⁷

Strategic commanders are responsible for developing, coordinating, and updating civil-military cooperation concepts, plans, and procedures, in agreement with the guidance of the Military Committee.

Regional commanders are responsible for standardizing CIMIC skills within their areas and establishing HQ CIMIC staff when appointed as a joint force commander.

Subregional commanders are responsible for providing CIMIC inputs to all plans and orders. And, finally, **each NATO nation** is responsible for developing plans and programs in support of NATO civil-military cooperation policy and doctrine.

In terms of the application of CIMIC, most of the burden falls on the shoulders of the theater commander. Some of the main tasks that should be done at the theater level are:¹⁶⁸

¹⁶⁷ NATO Handbook, NATO Office of Information and Press, 1110 Brussels – Belgium 2001, 517.

¹⁶⁸ Allied Joint Publication-9, NATO Civil-Military Co-Operation (CIMIC) Doctrine, June 2003, 6-2.

- Advising the commander and staff of the civil conditions in the operation area and about how a military operation may affect the civilian population.
- Ensuring effective communication by preparing reports about the civil organizations, attending the meetings of the key organizations, sending and receiving liaison officers, and **establishing a website on the Internet** in order to communicate with the organizations and agencies in the theater.
- Providing expertise on the composition of agreements with civilian organizations

Great Britain: According to the British doctrine, CIMIC staff should understand the commander's intentions, any specific directive that is issued by higher authorities, such as members of the chief of defense's staff, and chief-of-joint-operations directives. As mentioned before, **J3 (Operation planning officer)** is responsible for full CIMIC activities. However, the J3 should work in close collaboration with the J8 staff, whose responsibility is to ensure a robust mechanism for paying and accounting for funds from internal sources and external organizations.¹⁶⁹ In the British doctrine there is an emphasis on the role of political advisor and the legal aspects of civil military cooperation. The role of the political advisor is to give political advise to the commander about the civil environment, for this reason CIMIC personnel should have a clear understanding of the responsibilities they have that overlap those of the political advisor.¹⁷⁰ There must be a clear understanding about who is in the lead. The British doctrine emphasizes that legal staff should contribute to CIMIC planning, taking into account both the domestic law of the nation and international law.

Canada: According to the Canadian doctrine, the chief of the defense staff, assisted by the National Defense Headquarters' staff (J5 CIMIC, J5 public affairs, J5 policy *what??*, J5 legal, J5 Ops, J5 engineer) and J3 staff (J3 plan, J3 Ops, and J3 engineer), is responsible for establishing broad CIMIC policies based on national strategic objectives.⁵⁸ For a particular operation, the chief-of-defense staff is responsible for establishing specific CIMIC policies in accordance with international and domestic

¹⁶⁹ Great Britain Interim Joint Publication 3-90, Civil Military Cooperation (CIMIC), November 2003, 4-7.

¹⁷⁰ Ibid., 4-8.

laws, making sure that the operation plan sufficiently addresses civil-military cooperation.

CIMIC dimension of an operation will affect several divisions of National Defense Headquarters, especially the J1, J3, J4, and J5 divisions.¹⁷¹ However, most of the burden falls on the J5 division. For example, J5 is responsible for advising the task force commander on military requirements for CIMIC activities; for establishing policies and principles for coordinating military support to the population and for resource control programs; for establishing policies and procedures for the supervision of community relations by the task force commander in the area of operation, in collaboration with the J4 staff; for coordinating the procurement of the local resources and host-nation support for operations; and for establishing CIMIC and civil-military coordination centers. Besides this, J3 staff supervise psychological operations (PSYOPS) directed at specific target audiences, in close coordination with public-affairs personnel and J5 CIMIC.¹⁷²

United States: According to the U.S. Joint Doctrine for Civil Affairs (JP 3-57.1), decision responsibility for civil-affairs (CA) activities starts from the top: the president and/or the secretary of defense.¹⁷³

Due to their politico-military nature, civil-affairs activities that are carried out by the U.S. commanders are directed by policies planned, developed, and disseminated by the president and/or the secretary of defense. The **chairman of the Joint Chiefs of Staff** is responsible for providing advice to the president and the secretary of defense on the employment of civil-affairs. He is also responsible for providing guidance to the geographic combatant commander for the integration of civil-affairs activities specified in the guidance document issued by the secretary of defense. A **U.S. Special Operations commander** is responsible for providing combatant commanders for civil-affairs activities from assigned forces that are organized, trained, and equipped to plan and conduct civil-affairs activities in support the combatant commander's mission. A **U.S.**

¹⁷¹ Civil-Military Cooperation in Peace, Emergencies, Crisis and War, Canadian Chief of the Defence Staff, January 1999, 5-15.

¹⁷² Ibid., 5-16.

¹⁷³ U.S. Joint Publication 3-57.1, Joint Doctrine for Civil Affairs, April 14, 2003, III-1.

joint force commander is responsible for ensuring that civil-affairs activities are properly presented in joint-training exercise scenarios and coordinated with the United Special Operations Command for the development of collective training standards related to civil affairs. The **secretaries of the Military Department** are responsible for providing for civil affairs in their force structures. The **secretary of the army** is responsible for recruiting, training, organizing, and equipping personnel to meet the civil-affairs requirement of the U.S. special operations commander and to provide civil-affairs requested by the other Department of Defense components.

Again, much of the burden falls on the shoulders of the **joint force commanders**, because they are responsible for most of the operational tasks. For example, they are responsible for planning, integrating, and monitoring the deployment of the available civil-affairs in appropriate operational areas, ensuring that all the assigned personnel are fully aware of the importance of their actions while in contact with the civilian authorities, employing civil affairs to provide necessary assistance, supplies, and labor from indigenous sources. But **one of the task force commanders' most important responsibilities** is ensuring that staff and organizations within the command have enough. Civil-affairs representation **with political, legal, cultural**, linguistic, and economic-related skills to plan and conduct civil-affairs support activities required by the plans. They are also responsible for assisting regional friends and allies in planning and developing the operational skills and infrastructure to ensure domestic stability through civil-affairs activities.

8. Civilian Dimension of CIMIC

NATO: According to NATO, there are three main types of civilian organizations:¹⁷⁴ These are:

(1) **international organizations (IOs)**⁶² such as the UN High Commissioner's Office for Refugees (UNHCR), the UN Office for the Coordination of Humanitarian Affairs (OCHA), and the World Food Program (WFP); (2) **Nongovernmental organizations (NGOs)**, which the NATO doctrine subcategorizes as "Mandated NGOs"

¹⁷⁴ Allied Joint Publication-9, NATO Civil-Military Co-Operation (CIMIC) Doctrine, June 2003, 8-1.

and “Non-Mandated NGOs,” based on their recognition by the lead international organizations; (3) **international and national government donor agencies**, such as the U.S. Agency for International Development (SAID) and the U.K. Department for International Development (DFID); and (4) **other groupings**, such as (a) *civilian development agencies* whose mandates are to provide technical assistance to developing countries and (b) *human rights and democratization agencies* that seek to protect human rights in states where abuses may be rampant.

NATO’s **lead-agency concept** indicates that, within the civil dimension of CIMIC, a major agency, usually a major UN agency such as UNHCR, will act as a point of contact for other agencies in order to coordinate field activities to avoid duplication of effort.¹⁷⁵

Great Britain: The British doctrine basically categorizes the civilian organizations the same way that the NATO doctrine does. However, it adds some new categories, for example:¹⁷⁶

The corporate sector: Multinational business or civil companies and other business interests.

Local authorities: Members of the general populace who hold no formal offices, posting, or positions that identify them as representatives of a recognized administration.

Indigenous civilian leaders: People other than official officeholders who use a system of power and influence.

A resident coordinator and a humanitarian coordinator (HC): According to the British doctrine, if a lead agency is not appointed, the UN secretary general appoints a humanitarian coordinator to do the all the coordination. The HC may also be the resident coordinator (the head of the UN-country team) of another UN official

Different than the other doctrines, the British doctrine suggests a new idea for the overall coordination of the efforts beforehand: holding a “heads of agencies meeting,” to

¹⁷⁵ Allied Joint Publication-9, NATO Civil-Military Co-Operation (CIMIC) Doctrine, June 2003, 8-4.

¹⁷⁶ Great Britain Interim Joint Publication 3-90, Civil Military Cooperation (CIMIC), November 2003, 2-3, 4.

be chaired by the HC, a lead agency, or a special representative of the secretary general. It may include representatives from all the UN agencies, international organizations for migration, and NGOs, with the ICRC and also the joint task force commander having observer status. However, in the doctrine there is no detailed information about how this idea can be realized in practice.

Canada: The Canadian doctrine indicates that a stakeholder will analyze civil-military operations, in terms of the civilian side of the players, and comes up with the principle that “Each stakeholder has a mandate, capability, and limitation, which must be discussed and understood by the task force commander and his staff in the context of planning coordination, conduct monitoring, and control of the civil phase of a military operation”¹⁷⁷ These civilian stakeholders are civil authorities and members of the population, politicians and diplomats, civilian police, international humanitarian organizations, human rights and democratization agencies, international development agencies, members of the media, the UN, and NGOs.

Lead Agency: The Canadian doctrine notes that, under the United Nations High Commissioner for Refugees (UNHCR), it is the lead humanitarian agencies that strengthen coordination between the humanitarian players. The doctrine also emphasizes that, even though . . . area of the operation, the Canadian armed forces will never be placed under the command and control of any civilian organization, but they will support and assist civil-military cooperation activities.¹⁷⁸

United States: The U.S. doctrine does not draw clear lines between civilian organizations and agencies according to their types. However, it emphasizes the unique status of the International Committee of the Red Cross (ICRC).¹⁷⁹ The doctrine also states that the proliferation of unfocused, unsuitable NGOs may be controlled through an accreditation process involving the NGO, the host country, and the lead UN emergency organization. As a principle, the U.S. doctrine accepts that, in many modern emergencies,

¹⁷⁷ Civil-Military Cooperation in Peace, Emergencies, Crisis and War, Canadian Chief of the Defence Staff, January 1999, 2-4.

¹⁷⁸ Ibid., 2-15.

¹⁷⁹ U.S. Joint Publication 3-57.1, Joint Doctrine for Civil Affairs, April 14, 2003, VII-34.

civilian tasks constitute the main operational effort and military tasks are in support of this main effort. For this reason, the military should be a part of the civilian initiative, instead of leading them, because civilian agencies possess cooperative operational advantages for emergency relief work, and because military costs average ten times the cost for civilian agencies to perform the same relief function.¹⁸⁰

Due to the excessive independent action on the part of some NGOs, there can be problems in terms of coordination. In those cases, the U.S. doctrine suggests that the military solve the problems through direct contact with the lead international organization or with the national governments (both donor and host), rather than correcting the offending NGOs directly.¹⁸¹ On the issue of information-sharing between military and civilian organizations, the U.S. doctrine notes that, while some international organizations and NGOs may be reluctant to share vital information with the military, “out of their concern for impartiality and neutrality,” it is worth attempting, to develop a climate of respect and trust to facilitate such exchanges.¹⁸²

In terms of civil-military coordination, the U.S. doctrine comes up with a new concept: **functional coordinating groups**.¹⁸³ Due to the excessive and diversified amount of NGOs and civilian organizations with different mandates, the U.S. doctrine suggests that functional coordinating groups may be formed for each of the functional civil-sector areas. Further subgroups may be formed to coordinate a specific issue or project. For example, a group coordinating infrastructure repair may have a separate working group for just the reopening of an airport. Coordinating groups may be formed, for example, to work on such issues as: governance, civil security, humanitarian efforts, the economy and commerce, social and cultural issues, sources of information, and the infrastructure.

¹⁸⁰ U.S. Joint Publication 3-57, Joint Doctrine for Civil-Military Operations, February 8, 2001, IV-6.

¹⁸¹ Ibid., IV-7.

¹⁸² Ibid.

¹⁸³ Ibid., IV-8.

Lead agencies: Like the NATO doctrine, the U.S. doctrine emphasizes the importance of a lead agency that will be designated usually by the UN. It suggests contacting the headquarters of that agency, usually in Geneva if it is a UN department, prior to arrival in the country.¹⁸⁴ In addition, the U.S. doctrine stresses the necessity of designating a lead government agency to ensure coordination among the various agencies of the U.S. government in compliance with Presidential Decision Directive 56, concerned with “Managing Complex Emergencies.”¹⁸⁵

9. Civil-Military Cooperation Centers, Civil-Military Coordination Centers, and Civil-Military Operations

NATO: The NATO doctrine defines CIMIC centers as locations where an exchange of information between military personnel, civilian organizations, and the local authorities and population takes place.¹⁸⁶ The centers are usually located “outside the wire,” close to the lead or major agencies. If NATO forces enter a conflict area after the arrival of the main international and nongovernmental organizations, there may already be a center that acts as a coordination center. In those cases, the NATO doctrine emphasizes that NATO forces should then work with that center. It also notes that CIMIC centers, in addition to coordinating civil-military relations, reinforce the legitimacy of the NATO forces in the eyes of civil authorities and the local population.¹⁸⁷

Great Britain: In addition to CIMIC centers, also mentioned in the NATO doctrine, the British doctrine emphasizes the importance of a similar facility, a civil-military operations center (CMOC). A CMOC is a place that CIMIC staff, at the operational level, establishes in order to interface and coordinate CIMIC activities with governmental agencies, IOs, and NGOs. However, unlike CIMIC centers, a CMOC is not open to the public.¹⁸⁸

¹⁸⁴ U.S. Joint Publication 3-57.1, Joint Doctrine for Civil Affairs, April 14, 2003, VII-31.

¹⁸⁵ U.S. Joint Publication 3-57, Joint Doctrine for Civil-Military Operations, February 8, 2001, I-6.

¹⁸⁶ Allied Joint Publication-9, NATO Civil-Military Co-Operation (CIMIC) Doctrine, June 2003, 5-3.

¹⁸⁷ Ibid., 5-4.

¹⁸⁸ Great Britain Interim Joint Publication 3-90, Civil Military Cooperation (CIMIC), November 2003, 4-11.

Canada: CIMIC centers: According to the Canadian doctrine, CIMIC centers are subordinate to the civil-military coordination centers, centers similar to the British CMOC. At least one CIMIC center should be located with the lead agency, away from military establishments, to provide information on the tactical situation in the area of operation. The CIMIC centers are composed of a commander, an operating officer, an administrative/ logistics officer, and representatives from the military, civilian agencies, and specialist fields. Other than the task concerning coordination with civilian agencies and organizations and the local populace, CIMIC centers also perform such tasks as:¹⁸⁹

- Facilitating the transparency of civil-military operations and support to the civil administration in the area of operation among all stakeholders through the media and public-affairs efforts and briefings.
- Providing updated minefield maps and routes, useful information on issues such as mine awareness and the general situation in an area of operation, security issues, and an evacuation plan.
- Providing information to J5 operatives for the preparation of CIMIC reports and periodic commander's assessment reports.

Civil-Military Coordination Centers (CMCC): According to the Canadian doctrine, the main purpose of the CMCC is to provide the task force commander a secure area to coordinate activities and discuss classified matters with the heads of IOs, NGOs, and UN agencies, and sometimes, with local leaders.⁷⁷ If the CIMIC activities are extensive in the area of operation, the task force commander can split the CMCC into two levels:

- A current-operations group led by the J5 for civil-military cooperation, focused on short-term planning.
- A steering group led by the deputy commander or the chiefs of staff, to provide long- term policy.

The head of the CMCC, the J5, advises the task force commander on civil-military matters, the J3 is responsible for supervising the J5 CMCC staff with CIMIC experience and training. That staff could be composed of J5 operatives, J5 plans/projects personnel, J5 health services support, a J5 veterinarian, J5 administration/finance personnel, and a PSYOPS cell, in addition to the heads of key humanitarian organizations

¹⁸⁹ Civil-Military Cooperation in Peace, Emergencies, Crisis and War, Canadian Chief of the Defence Staff, January 1999, 5-8, 9.

the area of operation to assist J5 CIMIC. However, the logistic and movement coordination remains with the J4 staff. The composition of a CMCC differs from operation to operation, depending on the scope of civil tasks to be performed. According to the Canadian doctrine, the organization and operation of CMCC will include:¹⁹⁰

- Reception
- Staff: All military staff and specialists such as legal, policy, public affairs, CIMIC, and PSYOPS, including representatives of main civil agencies should be represented in the CMCC. The Canadian doctrine suggests that, to prevent duplication of effort, it would be very helpful and useful for the CMCC to develop a coordination matrix to identify who will do what.
- Operation center that operates on a 24/7 basis
- Flexibility
- Coordination
- Versatility

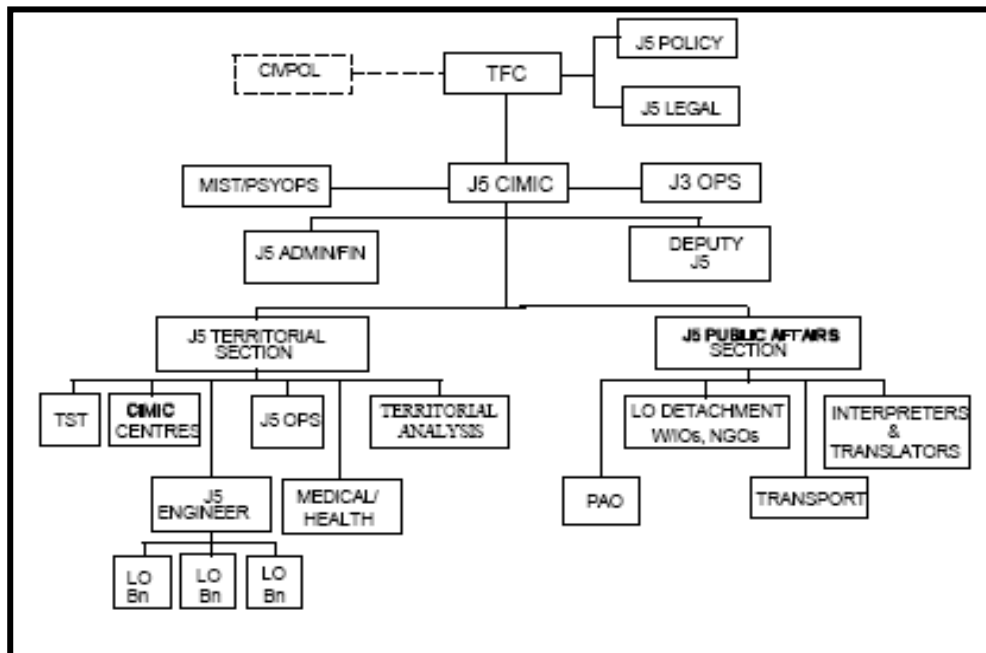


Table 8. Notional Force Level of a Civil-Military Coordination Center¹⁹¹

¹⁹⁰ Civil-Military Cooperation in Peace, Emergencies, Crisis and War, Canadian Chief of the Defence Staff, January 1999, 5-8.

¹⁹¹ Ibid., 5E-1.

United States: In the American sense, a civil-military operations center (CMOC) acts more like a CIMIC center than a CMOC in the British sense. According to the U.S. doctrine, CMOC functions include the functions of both a CIMIC center and a CMO center, because the location of a CMOC can be either within the security perimeter of the supported military headquarters or outside of it.¹⁹² The officer in charge of a CMOC reports to the civil-military operations officer on the J3 staff. The United States has a different concept in terms of civil-military coordination: the United States uses a civil-military coordination board to coordinate the activities at the headquarters.¹⁹³

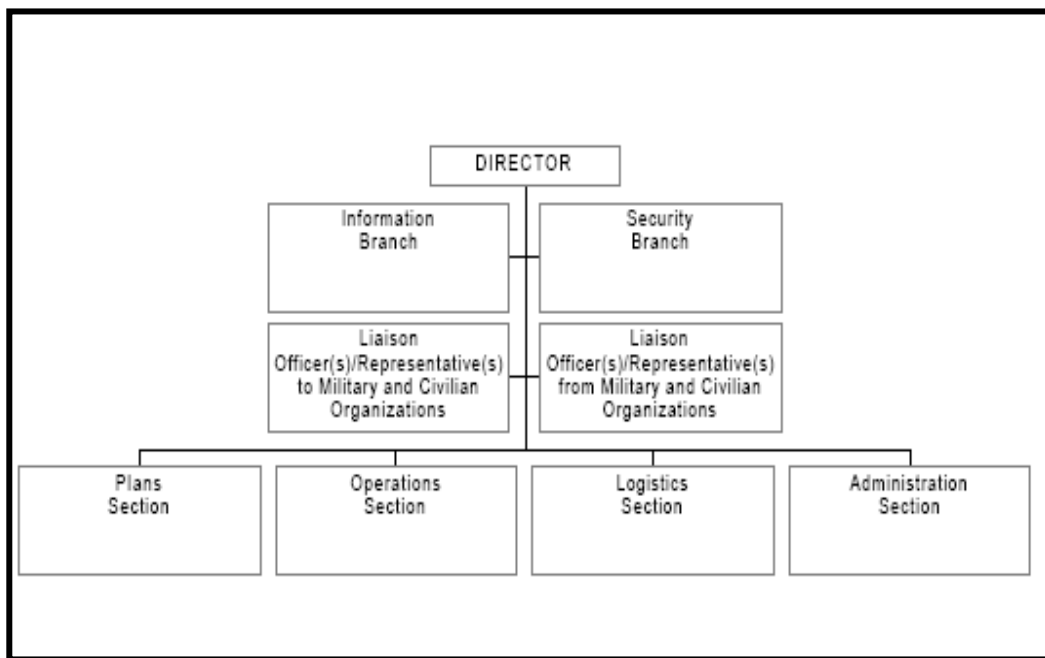


Table 9. Basic Civil-Military Operation Center Structure

¹⁹² CMOC Handbook, United States Army John F Kennedy Special Warfare Center and School, 2002, 2-5.

¹⁹³ U.S. Joint Publication 3-57.1, Joint Doctrine for Civil Affairs, April 14, 2003, IV-5.

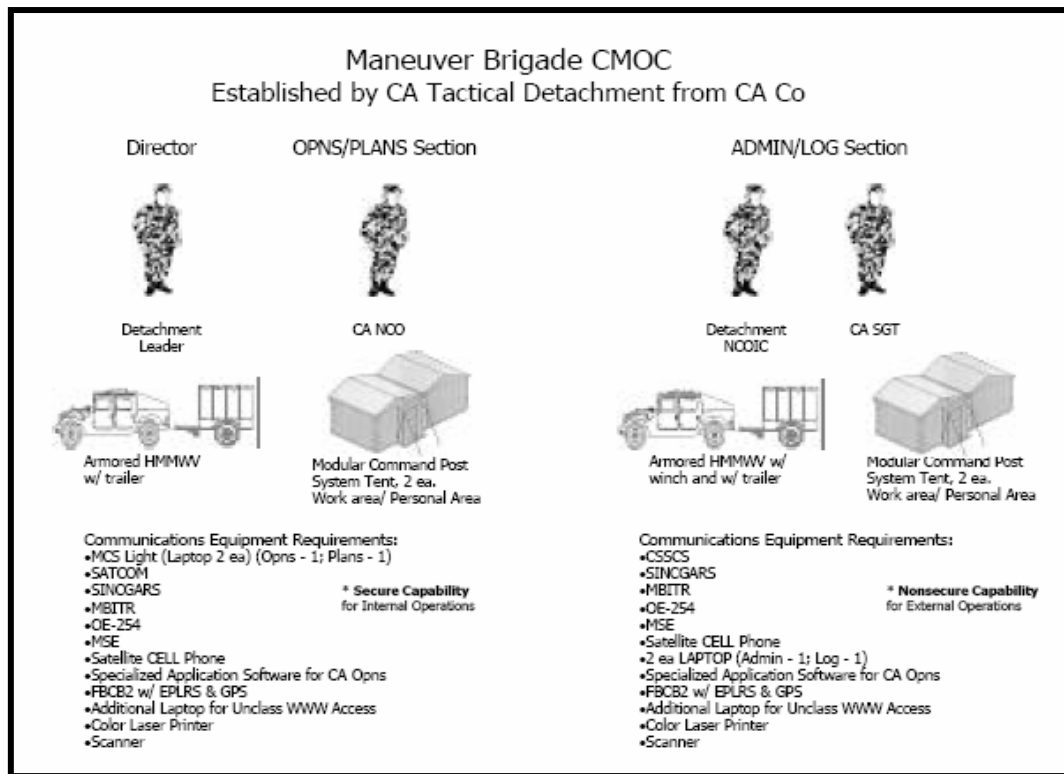


Table 10. Minimum Organizational and Equipment Requirements necessary to Establish a Brigade CMOC

C. EVALUATION OF THE COMPARISON

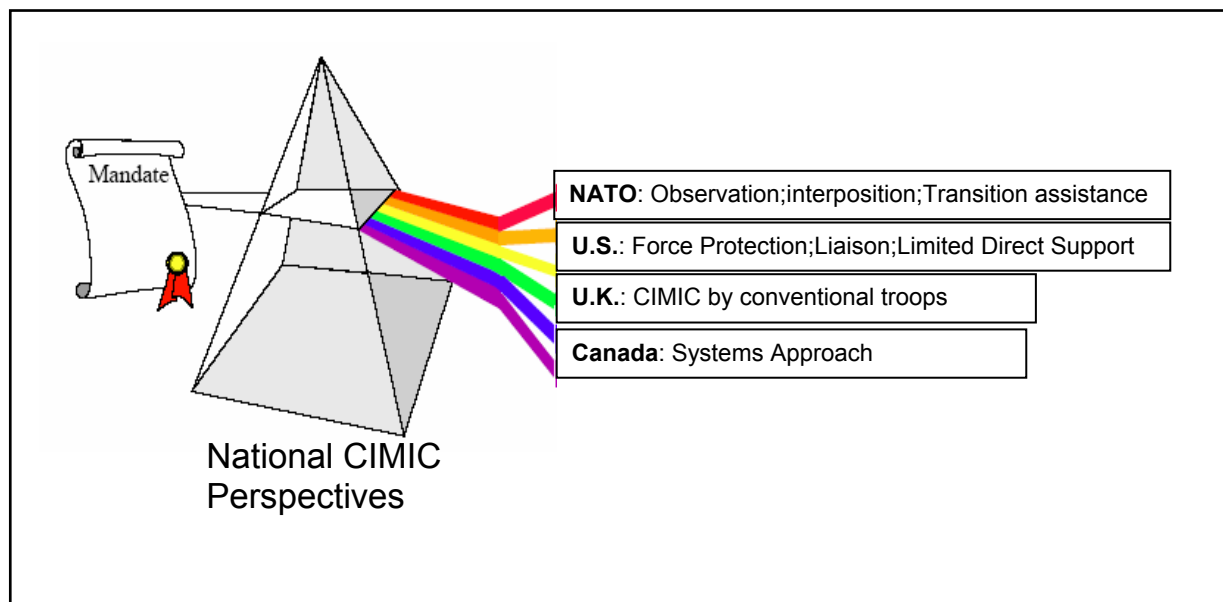


Figure 9. National CIMIC Perspectives

NATO: According to the NATO doctrine, cooperation with a potentially wide range of civilian bodies should not compromise the overall mission.¹⁹⁴

Great Britain: The British doctrine states that, during the application of CIMIC, the adaptability of the forces to a changing situation is one of the most important issues.¹⁹⁵

Canada: Canadians approach CIMIC using a systems approach, in which they focus on dynamic interrelationships between the international community system and its environment.¹⁹⁶

United States: While the NATO, British, and Canadian doctrines of CIMIC are a part of their overall operations plans and should not be perceived out of the context of their military strategies, the U.S. doctrine does not confine civil-military operations to the military strategy. The United States sees CMO as a part of its overall national strategy, formulated and managed through interagency and multinational coordination and integrated with strategic, operational, and tactical-level plans and operations.¹⁹⁷

¹⁹⁴ U.S. Joint Publication 3-57.1, Joint Doctrine for Civil Affairs, April 14, 2003, 1-2.

¹⁹⁵ Great Britain Interim Joint Publication 3-90, Civil Military Cooperation (CIMIC), November 2003, 4-1.

¹⁹⁶ Civil-Military Cooperation in Peace, Emergencies, Crisis and War, Canadian Chief of the Defence Staff, January 1999, 1-27.

¹⁹⁷ U.S. Joint Publication 3-57, Joint Doctrine for Civil-Military Operations, February 8, 2001, 1-5.

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IV. CONCLUSION

In the light of the CIMIC lessons learned from Kosovo and Bosnia, and doctrine comparison, this chapter makes recommendations to the Turkish Armed Forces in its effort for developing a new CIMIC doctrine.

A. RECOMMENDATIONS

This chapter makes recommendations to the Turkish Armed Forces in its effort for developing a new CIMIC doctrine in light of the CIMIC lessons learned from Kosovo and Bosnia, and after comparing NATO doctrines.

- When the specific situation of Turkey is taken into account; Turkish Armed Forces should study CIMIC in four scenarios;
 - CIMIC in combat operations,
 - CIMIC in peacekeeping operations,
 - CIMIC in homeland security operations,
 - CIMIC in crisis management (e.g., natural disaster).

As mentioned in the NATO doctrine, CIMIC core functions should be;

- Support to the military force,
- Support to the civil environment and,
- Civil military liaison.

However, CIMIC training for support to the civil environment in homeland security operations (e.g., counterinsurgency operations) should be different than the other ones as the purpose of the operations in homeland and in a foreign country will be different.

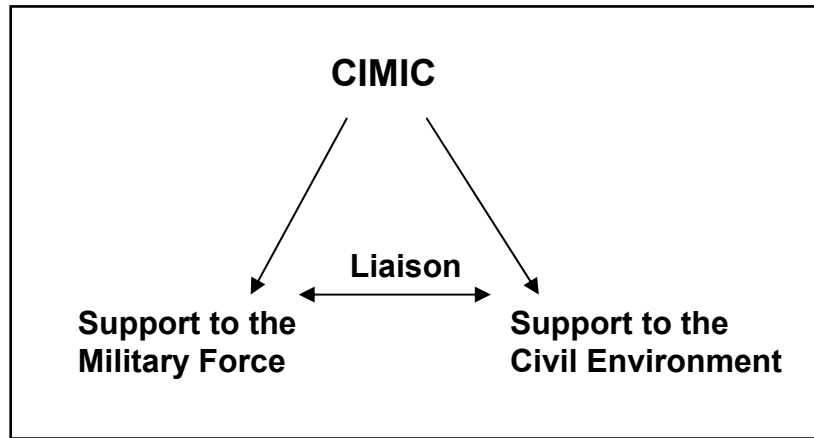


Figure 10. Core Functions of CIMIC

Based on the four possible scenarios mentioned above, associated CIMIC activities can be

- Military assistance in humanitarian relief activities
- Military assistance to the internally displaced persons in homeland security operations
- Military assistance to the refugees in crisis ,combat and peace operations
- Host nation support in peace operations
- Civil defense and security in combat operations and peace operations
- Civic activities in homeland security and peace operations
- Population and resource control in combat ,peace and homeland security operations
- Civil administration in hostile territory in combat and peace operations
- Disaster assistance in crisis management

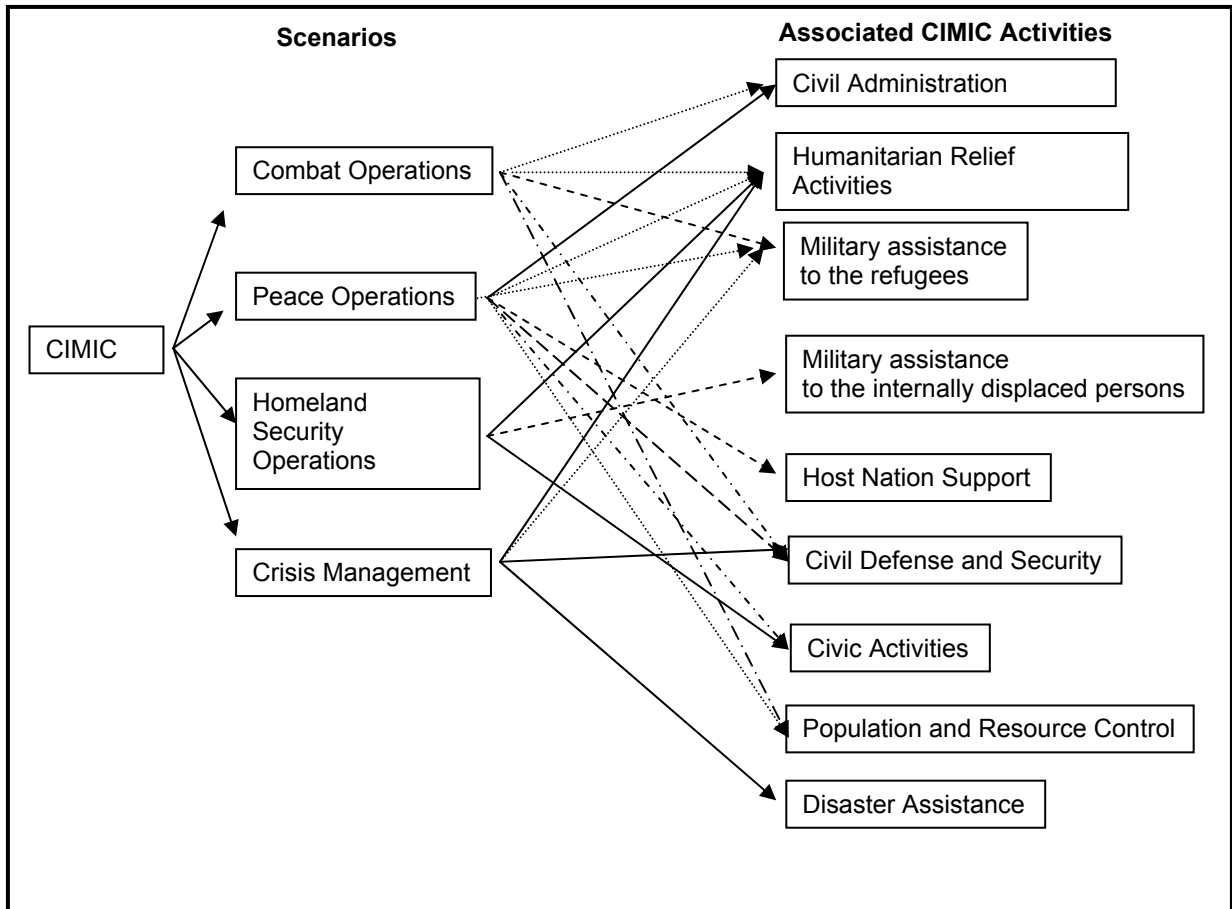


Figure 11. Associated CIMIC Activities in Different Scenarios

According to the lessons learned in Kosovo and Bosnia and CIMIC doctrines comparison, guiding CIMIC principles should be

- Cultural awareness,
- Strategic planning that includes all sub units
- Prioritization and concentration of efforts and effective use of resources
- Consent of the civilians
- Transparency of the CIMIC activities
- Communication
- Legal obligation
- Impartiality

Application of CIMIC should be different in combat operations, peace operations and homeland security operations. While, in peace operations the focus should be on the

liaisons between military forces and civilian environment, in combat operations the focus should be on decreasing the interference of civilian population with the military forces on the battle field. And in homeland security operations the focus should be on public affairs and psychological operations (PSYOP)

During the peace operations J4 Logistics staff should be responsible for coordinating the use of civil resources and drawing up contracts in the host country. J5 CIMIC should help J4 staff in identifying locally available support and coordinate their activities for the integration of possible civilian support into the logistic plan. However it should be remembered as a principle that military forces should not compete for scarce resources of the host country. J4 and J5 should coordinate;

- Host Nation Support,
 - Security of vital places
 - Nuclear-Biological –Chemical (NBC) defense
 - Secure line of communication
 - Provision of skilled and unskilled labor
 - Provision of living and working accommodations, and logistic facilities outside the combat areas.
- Use of transportation facilities like, railways, airfields and seaports where necessary to support CIMIC tasks
- Availability and suitability of specific civilian services related to maintenance and logistics.
- Medical support to civilian population ,
- Provision of living and working facilities outside the combat area,
- Custom issues and cargo handling services for peacekeeping troops.

At least one CIMIC trained staff should be designated to all levels of headquarters down to battalion level. In some cases commanders may need to authorize CIMIC activities, which is not a part of the general CIMIC plan. However, these activities are acceptable only if they do not conflict with the Joint Task Force Commander's intent.

Turkey should establish an active "CIMIC Group "in order to provide personnel for the CIMIC units and this CIMIC group should be under command and control of special forces civil military cooperation regiment. Because Turkey has still conscription

system as the source of its military personnel it should review their skill profiles and select candidates who meet their CIMIC functional specialist needs and then canalize the civilians with specific expertise to this CIMIC group. Those areas of expertise should be; public administration, general law, preventive medication, fire fighting, emergency health service, unemployment, transportation, water systems, electrical systems, infrastructure, humanitarian relief, food and agriculture, industry, religion, language and regional expertise. Officers and non commissioned officers who will be employed in CIMIC group should be fluent at least in English and if possible they should be encouraged to learn Balkan languages and Arabic. CIMIC units pass through a very good CIMIC training. The training should include;

- Communication and consensus building methods,
- Ethics in low-context and high context cultures,
- General information about the religions,
- Information technology,
- Damage assessment techniques ,
- Relations with the personnel of non governmental and international organizations,
- First aid in medical emergency situations,
- Geneva Convention related to the protection of human rights

When designated, at the battalion level, CIMIC units should be under J3 section, however at the higher level headquarters CIMIC should be a stand alone function under J9, like in NATO.

The number of CIMIC units which will be sent to the battalions should be proportionate with the number of the companies working under command and control of the battalion. Beside the CIMIC units who will work on the field, a CIMIC headquarter in command of and experienced CIMIC officer should coordinate the activities of the units on the ground with the other staff in the battalion headquarter according to the intent of the battalion commander.

J9 (civil military cooperation section) of the Turkish Joint Chief of Staff Headquarter should be the top strategic place to provide guidance for the conduct of

CIMIC as it applies to the military operations. However, chief of that section should in close coordination with Ministry of Foreign Affairs in peacekeeping operations, and Ministry of Interior Affairs in homeland security operations and in natural disasters.

Lead agency during the homeland security operations should be the Department of Public Relations at the Ministry of Interior Affairs and the lead agency during the natural disasters should be the Center of Crisis Management under the prime minister.

At the battalion level there should be a civil military coordination center (CMCC) and a civil military cooperation center (CIMIC Center). CMCC should be inside the secure military zone to coordinate activities and discuss classified matters with the heads of IOs, NGOs and UN agencies and sometimes with local leaders. CIMIC centers should be located near the lead agency and away from military establishments to provide civilian agencies and local population with information about mine field maps and routes, useful information on issues such as mine awareness and general situation in area of operation security issues and the evacuation plans CIMIC centers should also facilitate the transparency of the activities of the CIMIC units and they should support civil administration in the area of operation through media and public affairs efforts and briefings. CIMIC activities do not usually arouse media interests, however, they should be publicized effectively.

CIMIC units should write fill out a daily report in order to give feedback for the future activities. Besides this, head of the CIMIC units at the battalion level should also record the lessons learned according to the reports gathered by the field CIMIC units.

During the peace operations, rotation times for the CIMIC personnel in the same unit should be different so that the turnover can be utilized more effectively and rotation times for those personnel should be more at least nine months. Besides this, rotations should overlap each other for at least two weeks.

B. ISSUES THAT SHOULD BE ADDRESSED

In addition to the issues mentioned in the NATO CIMIC doctrine, new Turkish CIMIC doctrine should also address the following issues;

- The role of CIMIC in counterinsurgency,
- How should CIMIC activities be carried out in non -NATO multinational peacekeeping operations?
- How should CIMIC personnel be trained?
- At the strategic level how should official agencies coordinate their CIMIC activities?
- Who should coordinate the funding issues in case of an interagency cooperation?
- Should the CIMIC units have their own equipment to carry out their missions or should they use the military equipment normally designated for combat mission? Should the military equipment be used for CIMIC, if they are idle?
- What should be the exact role of Special Forces civil military cooperation regiment in CIMIC?
- Force protection of the CIMIC units,
- How should the non-commissioned officers be used more effectively in CIMIC?
- How should the interactions between CIMIC units and locals leaders be?
- How should the classification of information be?
- What should be the roles of local educated people in CIMIC during peacekeeping operations?
- What should CIMIC personnel do to protect their impartiality?
- This thesis is intended to contribute to the Turkish armed forces' development of a national doctrine for civil-military cooperation (CIMIC).However it does not cover all issues that ought to be addressed in doctrine development. Further studies should focus on other applications of CIMIC with a special regard to national interests.

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